

# LAW ENFORCEMENT NEWS

ISSN 0364-1724  
Vol. II, No. 14

December 7, 1976

LAW ENFORCEMENT NEWS

444 West 56th Street

Room 3206

New York, NY 10019

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## Boston City Council Rejects \$517G LEAA Funds; Commissioner Says Money Vital for 911 System

Boston's City Council recently rejected \$517,000 in Federal crime-fighting grants which Police Commissioner Joseph M. Jordan said are vital "if the department is to maintain the current level of police services to the community."

Councilman Albert O'Neil told Law Enforcement News that he had "led the fight" which resulted in the rejection of the LEAA money. "It should have been rejected years ago," he said.

O'Neil cited numerous past examples of LEAA-sponsored, Boston P.D. programs which he said were not related to improving police service. The councilman's long list included a \$34,000 paperwork simplification project conducted by GHR Associates, a \$40,000 "My Friend the Policeman" program, and a \$16,500 project for the psychological testing of superior officers.

Commenting on the list of LEAA-backed programs, O'Neil said, "There isn't a goddamn thing in here for police work."

The councilman implied that the LEAA grants were handed out in an arbitrary



Boston Police Commissioner  
Joseph M. Jordan

fashion. "I regret that the money was distributed to outside consultants under no-bid contracts," he said. "Now they can take back the money and shove it."

Jordan has asked the council to recon-

sider its action, but O'Neil doubts that the decision will be overturned. "I beat them yesterday and I'll beat them again if they come back," the councilman declared.

Jordan contends that the rejected LEAA aid would have been used to fund crime analysis and training activities, and the department's new computer-assisted dispatch system that handles all 911 emergency calls.

Calls to 911 have skyrocketed from about 2,800 per day to more than 4,000, the commissioner said. He added that computer assistance in handling the additional calls was an "absolute necessity."

"Without our new computer operation there is no way we could handle this number of calls," Jordan declared.

Meanwhile, O'Neil contended that 911 operations could be carried out using existing equipment. He added that the city owns computers which could be incorporated into the system.

According to the department, part of the appropriation that the council has re-

Continued on Page 4

## Police Foundation Study Rates Crisis Intervention Methods

The use of negotiation, rather than authority or counseling is the best intervention approach to settling conflicts, according to a majority of test officers who participated in a recent Police Foundation study.

A report based on the study by researchers Morton Bard and Joseph Zacker states that, "Repeated use of the authority approach resulted in officers viewing it less favorably, while such use of the negotiation approach resulted in officers viewing it more favorably."

The study's findings were based on the field testing of the approaches by twenty officers of the Norwalk, Connecticut Department of Police Services. While most considered negotiation to be the most important intervention method, the report said that "Repeated use of counseling resulted in a more favorable attitude toward the approach, although the officers were originally less proficient because counseling was the approach least familiar to them."

Other findings of the study concerned the types of disputes which required police intervention. The report said that physical assaults were not involved in two-thirds of the disputes, and the occurrence of an assault was associated with the disputants' economic status, but not with race. It added that two-thirds of all disputes did not involve the use of alcohol by the dis-

putants, and that no relationship was found between the use of alcohol and physical assault.

Entitled *The Police and Interpersonal Conflict: Third-Party Intervention Approaches*, the report is designed to identify and classify the third-party intervention techniques police officers use, and to determine whether these approaches could be taught systematically to police officers and then applied selectively in appropriate situations.

"The results of this project demonstrate that policing as a discipline contains a vast body of untapped knowledge about conflict management," the report stated. "Under proper conditions, police officers can discern and define various facets of this knowledge, which can then be refined and codified for application elsewhere."

In a forward to the study, Frank J. Remington, a member of the Police Foundation's board of directors said, "For police administrators, the message of this report is a simple but important one. It is that they should make an effort to identify the ways in which their officers currently respond to community problems."

Remington, who is a professor at the University of Wisconsin Law School, added that, "By using the experience of the line police officer, it adds to our

Continued on Page 14

## Binding Arbitration is Best Approach In Police Labor Disputes, Study Says

A Cornell University study which examined police and fire fighter labor disputes in New York State has supported the continued use of binding contract arbitration as the final procedure in impasse situations.

The report by a special panel from the university recommended modification of the state's Taylor Law to include provisions which would permit the use of final offer arbitration on a limited basis. Such a measure would give an arbitrator the responsibility for making a decision between the last proposals of each side in a contract dispute.

The Taylor Law prohibits strikes by public employees and mandates the use of fact-finding as an impasse solution. In 1974 the law was changed to provide submission to an arbitration panel disputes involving members of any organized police force or fire department in the state except in New York City which has its own collective bargaining law.

Suggesting that fact-finding be limited as a mandatory step in the impasse procedure, the panel's report proposed that a flexible form of mediation serve as the initial action in impasse situations.

The mediator should use fact finding, the report said, only if he feels that the method would be useful after discussion with the parties involved.

Funded by a grant from the National

Science Foundation, the study was carried out in cooperation with the New York State Public Employment Relations Board. A team of researchers headed by Professor Thomas Kochan of the New York School of Industrial and Labor Relations at Cornell conducted the study.

In upholding the use of arbitration methods, the report stated that research had found no basis for returning to the previous procedure where fact-finding and a legislative hearing served as the final steps in impasse proceedings.

"On the contrary, there is some indirect evidence to suggest that serious pressures were building up within some of the largest bargaining relationships in the state during the last years under the fact-finding statute," the study said. "The fact that no serious work stoppages occurred throughout the difficult economic period that the arbitration statute has been in effect might be interpreted as an indication of the strength of arbitration as a strike deterrent."

The panel warned that "a return to fact-finding in the present economic and political climate would therefore possibly result in eruption of the pressures that appeared to be mounting in previous years."

Reforms of impasse methods would not, in themselves, solve the labor woes which

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# NewsBriefs . . . NewsBriefs . . .

## Survey Reveals Increase In Pot Use By High School Students

The use of marijuana by high school students is on the rise, according to recently-released surveys which show that over half of this year's senior class had tried the drug and three out of ten students were still users at graduation.

Conducted by the National Institute on Drug Abuse, the survey interviewed 17,000 high school seniors and discovered that 53 percent had tried marijuana, as opposed to 48 percent for the class of 1975. It also found that 32 percent regarded themselves as current marijuana users.

A related institute survey found that 53 percent of those 18 to 25 years old had tried marijuana and that 25 percent in that age bracket were current users. Additional data revealed that 22 percent of 12 to 17-year-olds had experimented with the drug and 15 percent were regular or occasional users.

Use of LSD has remained virtually constant over the last four years, according to the institute while the rate of abuse of heroin and psychotherapeutic drugs has remained unchanged for two years. The use of cocaine has remained stable since 1975, NIDA said.

Institute Director Dr. Robert L. DuPont said that comparison of the two surveys reveals "an apparent stabilization in drug use and the attitudes toward drugs in general.

## LEAA Proposes Civil Rights Rules To Comply With Reauthorization

In order to comply with recent reauthorization legislation, the Law Enforcement Assistance Administration has proposed new civil rights regulations which set specific timetables for complaint investigation and compliance review.

Published in the Federal Register on November 23, the regulations provide for mandatory cutoff of LEAA funds after a certain number of days of non-compliance. They apply to the employment practices and delivery of services by government units involved with activities receiving Federal financial aid under the Crime Control Act of 1968 or the Juvenile Justice Act of 1974.

Comments on all aspects of the reauthorization package will be accepted by LEAA through January 5, 1977. The agency will hold public hearings at its Washington, D.C. offices if they are requested by December 15, 1976. Final rules will be published no later than February 14, 1977.

The proposed regulation include the standards of employment discrimination cases contained in Title VII of the Civil Rights Act of 1964, as well as the recently adopted Department of Justice guidelines concerning employee selection.

Requests for hearings, written comments, suggestions and data or arguments regarding the regulations should be sent to the Administrator, LEAA, U.S. Department of Justice, Washington, D.C. 20531, Attention: Thomas J. Madden, General Counsel.

## Chicago P.D. Appoints Coordinators For Beat Representation Program

The Chicago Police Department recently appointed the first nine coordinators of its Beat Representative Program which is in the process of completing its Phase I component.

Used as a model for projects in other cities, the program has been credited with helping to reduce Chicago's crime rate by improving police-community relations.

"We have witnessed a dramatic reduction in crime during 1975 and thus far in 1976," a department spokesman said. "Citizen cooperation was vital to this effort."

The spokesman cited numerous examples in various districts where "Beat Reps" were responsible for decreasing crime. "In the 3rd District information about narcotics, prostitution and extortion of business people was reported by 'Beat Reps'; these led to arrests and convictions," he said. "In the 12th District a female 'Beat Rep' is credited with preventing a possible major police/citizen confrontation by stepping forward to relate a true account of a shooting incident she had witnessed."

## Southwestern C.J. Educators Form Regional Association

Instructors of criminal justice courses at colleges and universities in seven states organized the Southwestern Association of Criminal Justice Educators at a meeting in Dallas last month. They elected Joseph L. Schott of Texas Christian University as the organization's first president.

The group, which covers Arizona, Arkansas, Colorado, New Mexico, Oklahoma, Texas and Utah, plans to request affiliation with the Academy of Criminal Justice Sciences as the Academy's southwestern regional section. This formalization of ties would give the SACJE representation on the board of directors of the academy, and enable it to become directly involved in the academy's emerging role as the accrediting body for college-level criminal justice programs in the United States.

Other officers of the new association include first vice president Edward A. Farris of New Mexico State University; second vice president Wordie W. Burrow of the Texas Commission on Law Enforcement Officer Standards and Education; James J. Harnar of Tarrant County Junior College Northeast Campus, secretary-treasurer; and William D. Parker, Oklahoma Central State University, sergeant-at-arms.

## West Berlin Police Take Light View Toward Parking Violators

Police in West Berlin, Germany are treating parking violators with an attitude that would make an American traffic cop turn in his summons book.

According to a recent issue of Polizei Schau [Police View] magazine, Monsieur Victoire Guichard found the following note on a car while he was visiting Berlin:

"Dear Visitor of Berlin. The free Berlin is glad for your visit. Even the most careful motorist happens to occasionally overlook [rules], so unfortunately you: [parked in a no parking zone]."

"The Berlin Police are sure that you unintentionally forgot the traffic rules, and wishes you a pleasant stay."

## Boston's Crime Rate Drops 22 Percent In October

Boston's crime rate is continuing to decline, according to recently released police statistics which show that major crimes in that city dropped 22 percent during October.

The police reported that murders were down 63 percent, rapes declined 46 percent, burglaries dropped 35 percent, and larcenies were down five percent.

Boston police figures also revealed a drop in the rate of auto thefts by 27 percent. The department credits its "Hot

Car" vehicle theft procedure for the decline which began in June of this year. The method requires citizens to document their ownership of a stolen car within 48 hours of the police accepting a telephone report of the theft.

## Florida H.P. Seeks Women Troopers Despite Tough Entrance Tests

The Florida Highway Patrol is continuing its campaign to recruit women and minority members for the position of trooper, according to a recent FHP announcement.

Although several women have applied, the patrol has never had a woman trooper. FHP explained that no female applicant has been able to successfully complete "the battery of entrance examinations."

Patrol Director Colonel Eldridge Beach said, "We have sought qualified applicants from the minority population for years and have recently stepped up our recruiting in that direction with emphasis on obtaining women applicants to become troopers."

Beach feels that one of the major reasons women are reluctant to apply is that the patrol assigns one trooper to a car and much of the patrolling is done miles from the nearest help. He added that a large portion of trooper's tour is completed at night on long deserted stretches of rural highway.

Trooper applications can be obtained by writing to the Personnel Office, Department of Highway Safety and Motor Vehicles, Neil Kirkman Building, Tallahassee, Florida 32304.

## LAW ENFORCEMENT NEWS

Law Enforcement News is published twice monthly on the first and third Tuesdays of the month by L.E.N., Inc. in cooperation with the Criminal Justice Center of John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019. Subscription rates: \$8.00 per year (20 issues). Advertising rates available on request.

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## National Appeals Court Faces Justice Department Opposition

A controversy over a pair of Senate bills which would create a National Court of Appeals became more heated last month when the U.S. Department of Justice proclaimed its opposition to the proposal.

Voicing the department's objections to pending bills S.3423 and S.2762, Deputy Attorney General Harold R. Tyler, Jr. told the Senate Subcommittee on Improvement in Judicial Machinery that the proposed court would decrease the prestige of the courts of appeals and district courts, needlessly meddle in inter-circuit conflicts, increase trial delay, and fail to settle federal jurisdictional problems.

Tyler's testimony represented the first time the Justice Department had officially registered a protest against the plan for the new court. However, Solicitor General Robert H. Bork has expressed his personal reservations during several recent speeches.

Observers said the department's latest move would deepen the split on the national appeals question within the legal community. Supreme Court Justices Burger, White, Blackmun, Powell and Rehnquist have publicly endorsed the concept of a national appeals court and the American Bar Association has reaffirmed its support for the idea.

The concept was brought to national prominence in 1972 when it was recommended by a blue-ribbon Study Group on the Caseload of the Supreme Court, which was convened by Chief Justice Burger. In 1975, the notion was further refined and developed in a report by the Congressionally-appointed Commission on Revision of the Federal Appellate System.

S.B. 3423 and S.B.2762 would establish a seven member court which would have the power to set nationally-binding pre-

cedents unless modified or overruled by the Supreme Court. Under a system of reference jurisdiction, the court would decide cases which were screened and passed on to it by the Supreme Court.

According to S.B.2762 which is now considered to have no chance of passage, the National Court of Appeals would also have had the jurisdiction over cases transferred to it by the district courts of appeals. S.B.3423 permits only reference jurisdiction and is the bill now under serious consideration by the Senate subcommittee.

Advocates of the new court note that the Supreme Court is unable to hand down a sufficient number of decisions which establish nationally-binding precedents. Although the number of cases docketed with the Court has increased from 1,200 in 1951 to more than 4,000 in the latest term, the number of cases which the Court hears on the merits annually has remained at about 150.

Those who favor a National Court of Appeals contend that it could hand down about 150 precedent-setting decisions each year, thus offsetting the reduced percentage of cases accepted for high court review. Proponents of the appeals plan are particularly concerned over instances of conflict between circuits. They allege that the Supreme Court fails to resolve between 20 and 100 such cases each year due to its overloaded calendar.

In his testimony to the Subcommittee, Tyler argued that the proposed court might increase Supreme Court delay. He noted that the time spent by the Court in deliberating whether to take a case or send it to the new court would be a net loss.

The Deputy Attorney General said

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## Connecticut Board Opens Drive To Upgrade Investigative Work

The South Central Criminal Justice Supervisory Board (SCCJSB) in Connecticut has begun efforts to upgrade operations in investigative services, as another phase of a two-year old program to improve utilization of police resources.

The project, which is targeted at small and medium size departments serving municipalities of 20-55,000 population, will attempt to define the role and responsibilities of investigative services in those agencies, identify areas in the investigative function which need modification, and formulate and implement workable experimental alternatives to current systems.

John Gervasio, who has been serving as project coordinator for the overall resource utilization improvement program, will also direct this newest phase of the project. He said that the SCCJSB - the regional criminal justice planning agency for the area around New Haven - had engaged the Criminal Justice Center of New York's John Jay College of Criminal Justice to provide technical consulting services for the project.

Three specific areas of responsibility have been assigned to the Center as part of its effort in the project, including the compilation of a comprehensive review of the existing literature in the area of criminal investigation. In addition, the Center will conduct a two-day training seminar for the planning teams of project police departments, and will assess present investigative systems in all police departments in the South Central regions, with particular attention paid to the first six departments to join the project.

Thus far, project organizers have identified three basic areas of concern which will be addressed by the program:

1. Improvement of organization and management of investigative services - includes development of a caseload management system, rating of cases on the basis of priority and probability of solution, and development of policies and procedures to control the evidence and property functions;

2. Improvement in information flow, processing and data system utilization by investigative units - including the development of a crime analysis capability, upgrading of report writing skills, and the systematization of communications between patrol and investigative personnel;

3. Improvement in the quality of the activities of investigative units - includes definition of the role of investigators in crime prevention efforts, definition of the optimum relationship between police and victims and witnesses, and assessment of the investigative skills and training needs of department personnel.

Individual police departments participating in the program will also identify their own particular needs within these categories, with the aid of a project review committee composed of Supervisory Board, Criminal Justice Center and law enforcement agency staff members. Planning teams will be formed in each project department to shape program direction on a local level.

The use of police department planning units is part of "the process of change which demonstrates the most desirable results," according to project coordinator Gervasio. "We want to build their commitment and capacity to conduct effective planning and to facilitate meaningful change," he noted.

It is anticipated that the investigative services stage of the project, which will last for one year, will generate models which can be easily adapted to other similar jurisdictions and agencies.

## Prisoner Exchange Treaty Signed By US, Mexico

The U.S. Government recently signed a prisoner-exchange treaty with Mexico that will allow several hundred Americans serving prison terms in Mexican jails to complete their sentences in the United States.

Although the pact requires ratification by the U.S. Senate and the Mexican Congress, it is expected to take effect around April. At that time, 600 Americans will be able to choose whether to remain in Mexican institutions or to serve their sentences in a Federal prison near their hometowns.

Under the treaty, some 1,200 Mexicans who are serving sentences in America can also request repatriation. However, diplomats from both countries admit that the reason for the agreement is to settle the controversy over the alleged ill treatment of American inmates in Mexican jails.

A major problem that the treaty's negotiators only partially solved was the possibility that American prisoners might obtain their freedom by applying for writs of habeas corpus on the ground of unlawful arrest or conviction through forced confessions. However, Washington ultimately decided to take the risk that some prisoners might be freed in that manner, according to diplomatic sources.

"If too many get out, the United States Justice Department may simply step in and stop taking Americans back," one source noted.

## California Youth Inmate Grievance System Wins LEAA 'Exemplary Project' Designation

An innovative inmate grievance system which utilizes the arbitration and mediation techniques commonly used in labor relations was recently designated as an Exemplary Project by the Law Enforcement Assistance Administration.

The California Youth Authority program has processed over 7,100 grievances concerning conflicts that range from personal hygiene to constitutional rights between the program's inception in September 1973 and last February. To encourage widespread use of the project's procedures, LEAA has supported the publication of a manual to assist corrections officials in other states to initiate better ways to resolve inmate complaints.

"We believe that establishing good administrative procedures for settling inmate grievances is one of the most important things a correctional system can do," said LEAA Administrator Richard W. Velde.

"I urge everyone in the nation who is interested in the custody and rehabilitation of criminal offenders to take a close look at California's accomplishment," Velde declared. "Every corrections system has the resources to make a grievance procedure work."

Based on the labor relations concept of providing an independent and unbiased review of grievance cases, the California Youth Authority project utilizes the services of voluntary arbitrators who are appointed by the American Arbitration Association. The arbitrators chair advisory/

review panels that decide unresolved conflicts. Although the panels' decisions are not binding, LEAA notes that the findings "carry important weight."

A second important component of the procedure is the joint participation of institution staff members and wards in settling all grievances. Dispute resolutions are negotiated between both sides rather than imposed, according to LEAA.

California officials have also recognized the success of the project. Last September, Governor Edmund G. Brown, Jr. signed the authority's grievance procedures, including outside arbitration, into law.

John C. Holland, the California Youth Authority's Ward Rights Specialist who helped develop the system, said that the grievance procedures are even more applicable to adult institutions because adult inmates are more mature. He also noted that the longer prisoners are incarcerated the more effective their participation becomes.

Many prison experts share Holland's view. They contend that prisons with good ways of handling conflicts between the authorities and their wards have low potentials for violence. However, the experts caution that conflict resolution must be effective and must, therefore, include some type of neutral arbitration.

"It takes very close monitoring to assure that the procedural requirements are met," Holland said. "It takes an ongoing and system-wide commitment and requires constant training for wards and staff

members."

The Ward Rights Specialist warned that there are times when the procedure's implementation "might not be too popular with staff members because it takes away their opportunity to be arbitrary, which most of us like to be."

To guard against arbitrary retaliations, the Youth Authority's grievance procedure guidelines specify that there are to be no reprisals whatsoever for wards who file grievances. According to LEAA, it is the formality of the process that protects the inmate and wins his or her support for the grievance mechanism.

LEAA said that the system precludes arbitrary acts because all decisions, regardless of level, must be put in writing and must include the reasons for any denials. The agency added that if the decision prescribes taking a specific remedial action, the written response must set a deadline for it to be put into effect.

Officials claim that by using the program's methods inmates can change their environment through constructive, legal measures rather than through violence.

Statistics seem to support the claims. Of the 7,100 grievances filed in the system between September 1973 and last February, less than one percent had to go to arbitration. The remaining 99 percent were resolved through in-house negotiations or through an appeal to a higher authority.

Officials estimate that about 40 percent of the Youth Authority's grievance disposi-

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# National Center Offers Management Advice to Public Defenders

The National Center for Defense Management, which serves as a troubleshooter for some of the nation's public defender systems was recently awarded an additional LEAA grant to continue its operations through 1977.

An affiliate of the National Legal Aid and Defender Association, the center functions primarily as an efficiency expert for cities, counties, or states which either have no organized public defender system as such, or have an indigent defense delivery system in need of improvement. The Washington-based organization has conducted evaluation and management studies, and training seminars in 19 states.

Despite its acclaimed record of service, the center's appropriation for 1977 has been cut. It has a current grant of \$219,000 to operate through next year. Last year's LEAA funding was \$230,000.

The associate director for management programs, Prescott Eaton, said the center is a counterpart to the National District Attorneys Association. "The NDAA helps prosecutors with problems of staffing, evaluation, management, and research," Eaton noted. "This is what the center does for the public defenders and other defense delivery systems."

Eaton said one problem frequently encountered by a public defender system

involves having the system headed by a man who was a successful defense lawyer, but who has shortcomings as a manager.

"When you get into an office that has upwards of five or ten lawyers, the chief public defender requires managerial skills he usually has to develop," Eaton said. "We find he is probably making the same mistakes the competent prosecuting attorney is making."

Eaton noted that the chief public defender must understand the dynamics of the structure in which he is working. "His principal resource is people and he has to be trained to use this resource along with resources that support the people," the associate director explained.

"And he has to come up with an effective integration of all functions of his office," Eaton continued, "from ordering paper clips to making sure the lawyer representing an accused murderer is not so overburdened with other cases that he can't give the indigent client proper representation."

The associate director said that the center has completed 15 projects and is currently working on an additional 16 programs. "We operate in a number of supportive ways," he explained. "If a city, county or state comes to us with no organized public defender system, we go in and identify how such a system can be created and how much it would cost."

According to Eaton, the center reviews the local situation and suggests one of three options. These include a "coordinated assigned counsel system" where an attorney for an indigent is appointed from a list of members of the bar association, a pure public defender system where a staff lawyer is put on the public payroll, and a hybrid system containing elements

of both systems.

LEAA Administrator Richard W. Velde noted the importance of the public defender concept. He cited two Supreme Court decisions, noting that *Gideon v. Wainwright* requires that counsel be provided in all serious cases where the defendant cannot afford to hire his own lawyer and that *Argersinger v. Hamlin* said counsel must be provided in misdemeanor cases in which defendants face incarceration.

"The LEAA has always been conscious

of its role of not only helping law enforcement in the apprehension of criminals, Velde added, "but also of assuring defendants a fair trial and a competent defense."

Project Director Gustav Goldberger cited several areas where the center has been involved. He noted that in North Carolina a report was completed on a model multicounty rural system, in Vermont a report was written on an in-service training program for the state defender general, and in Indiana a system development study was done for Marion County.

## Jordan Raps Boston Rejection Of \$517G in LEAA Funding

Continued from Page 1

jected includes \$20,650 which would pay for increased team policing patrols in Boston's housing projects. The additional funds would have covered 2,000 hours of patrol by police officers on overtime, the department said.

Other Federal grants that are being withheld would finance a departmental modernization program which includes improved training projects and more sophisticated and accurate crime analysis, according to the department.

Jordan said he found it inconceivable that any councilman could have voted against assistance for the police. "These funds were to be used to increase the safety of officers in the street, to increase our ability to prevent street crime, and to train new officers," he explained.

"These are all programs that we must have in this city," the commissioner continued. "It's unfortunate that we will now have to sacrifice other programs by taking money from our existing budget and funding these programs."

Jordan said that he would scrutinize the current police budget to determine what programs could be cut that would not affect delivery of services to citizens.

### Federal Appeals Court Criticizes Grand Jury Abuse

Abuse of the grand jury system was severely criticized by a Federal appeals court in Cincinnati, which complained that a case before it suggested techniques used by the "Star Chamber of 18th-century England."

The Court of Appeals for the Sixth Circuit cleared Vincent Moran Doss of Cairo, Illinois of a two-count perjury conviction which arose from an indictment by a Federal grand jury in Memphis.

Doss's conviction was based on his testimony before grand jurors who had already prepared two secret indictments against him. He had no knowledge of the indictments when he was called on to answer grand jury questions, including some about alleged crimes contained in the secret indictments.

## Graduate Program Opened for Fed Probation Officers

A nationwide graduate training program for federal probation officers and others has been founded by Fordham University, the Federal Judicial Center (FJC), and the Probation Division of the Administrative Office of the U.S. Courts.

Initiated this month, the program consists of a 36-credit, three-year course of study in criminal justice leading to a Master of Arts degree in sociology.

Students will complete 14-week semesters of individual study in their home regions, and they will be responsible for readings and research assignments. Each semester will be followed by an intensive one-week period of instruction-in-residence at a regional center that is nearest the student's home.

The program's list of interdisciplinary course work includes issues of probation and parole theory and practice, legal aspects of corrections, analysis of the federal criminal justice system, social theory, personality development and deviant behavior, and caseload management and supervision.

Although U.S. probation officers will be required to pay their own tuition for the program, FJC will cover their transportation costs and per diem expenses. A limited number of students who are not probation officers may also be accepted, but they will be expected to pay all of their own expenses.

The program anticipates that internships will be offered in the future for academic credit in different components of the federal criminal justice system.

Dr. Peter L. Sissons will direct the new program under the overall leadership of Dr. John M. Martin, who heads all criminal justice programs at Fordham.

For more details, contact The Graduate Training Program for U.S. Probation Officers, Dept. of Sociology and Anthropology, Fordham University, Bronx, NY 10458. Telephone: (212) 933-2233, extension 608.

## Survey Says New York CJ System Fails to Meet Goals; Finds Robbery Arrest Rate Below 25%

The effectiveness of New York State's criminal justice system was sharply criticized by a statewide survey which found that the 1975 arrest rate for reported robberies was under 25 percent and that there were fewer than one-quarter as many convictions as arrests.

A recently released report on the survey by the state's Division of Criminal Justice Services (DCJS) charged that the current criminal justice system "has failed to meet" goals of protecting the rights of both victims and offenders.

The division further contended that the system failed to provide "swift, sure and humane punishment" for serious offenses, and did not succeed in preventing state institutions from being "expensive breeding grounds of contempt which provide young offenders with advanced training in criminality and embitter older prisoners."

Although the survey included arrest and conviction data on offenses that occurred in previous years, the report stated that many more robberies were believed to have been committed than were reported to the police.

Survey data revealed that 93,363 robberies were made known to the police last year, while there were 23,908 arrests. Of those arrested, 5,288 were convicted for robbery and 3,293 were sentenced to state prisons for that crime.

The report said that nearly two serious crimes were committed in the state every minute of the day last year. The average

was calculated from data which was said to be the fullest ever collected on New York State crime, with 542 agencies representing 99.3 percent of the population reporting.

The 176-page study was designed to measure the state's criminal justice system's response to crime. DCJS Commissioner Frank J. Rogers said that "to combat crime effectively, we must know when and where crime is occurring, what age the criminal and the victim are, what weapons are used and how well our police, prosecutors and courts are responding."

Warning that "the police are virtually powerless to prevent" certain crimes, the report stated that 55 percent of all murders in the state — 1,083 of 1,981 — were committed inside buildings, and at least 452 victims were known to their killers.

However, the report added that about half the murders in the state did lead to a convicted killer's sentencing. According to the survey, 1,144 prison sentences were handed down out of 2,286 reported murders, 1,682 arrests and 1,641 convictions of murder or a less serious offense.

The survey also found that there had been 180,650 arrests in the state for the Part 1 crimes of murder, rape, negligent manslaughter, robbery, aggravated assault, burglary, larceny and motor vehicle theft. While there were 1,009,632 such major crimes reported, Rogers contended that "this does not mean that only one in every

six serious crimes results in an arrest." He added that a more "sophisticated" tracking system remains to be developed.

The division cautioned that its more complete reporting system could exaggerate the increase in crime last year. But it noted that for the state's eight largest police forces there had been a 12.1 percent increase in major crimes, from 671,858 in 1974 to 753,140 in 1975. The figures included a 6.5 percent rise in violent crimes and a 13.5 percent increase in nonviolent offenses.

New York City had the highest rate of reported crime, the study said, with 7,691 offenses per 100,000 population. Rural counties registered the lowest crime rate, according to the survey.

The study uncovered a "surprising" statistic, noting that 32.5 percent of robberies in the state were "committed by strong-arm methods, such as unarmed muggings." Firearms were used in 30.9 percent and knives or other cutting instruments in 23.3 percent, the report said.

In regard to juvenile offenders, the survey found that 66 juveniles were charged with murder in 1975, the youngest being in the 11- to 12-year-old bracket; 24 were aged 13 and 14; and 41 were 15 years old. Ten offenders aged 10 or younger were charged with forcible rape, out of a total of 265 such defendants under the age of 16.

The state's severe drug laws which were imposed in 1973 to deal with hard drug

Continued on Page 16

# Relations Between Police and Media Prosper From Recognizing Each Other's Rights, Duties

By BRIAN N. NAGLE

Police personnel come into frequent contact with representatives of the news media and are often asked to provide information to reporters concerning a number of events. Information concerning civil disorders, strikes, crimes, and natural disaster are all newsworthy events that newspapers, television, and radio are interested in reporting to the public. Developing a close working relationship with the media can be of great help to a police agency. It can enhance the public image of its police force, encourage accurate reporting, and increase police morale. The media provide an excellent avenue of communication with a major part of the population, making the public aware on a daily basis of various aspects of police work and encouraging public support of police programs. In addition, they may provide the police with photographs, films, tapes, and old newspapers.

A productive relationship between law enforcement agencies and the media can be realized if both parties understand the rights and responsibilities of the other and develop policies that respect those rights and responsibilities. The police administrator can do a number of relatively minor things that will help in reaching these objectives. The first step the administrator should take in his efforts to foster a working relationship that is better for both groups is to review the methods that are presently used for releasing information to the media. A plan should be developed

to allow for a systematic method of providing accurate information to the media as effectively as possible. Consideration should be given to such details as how information will be disseminated, who will issue it, and what types of information will not be released to the media.

News involving police activities can be divided into two general types: routine, and special events. Routine news releases should be written by police administrative personnel and distributed from police headquarters. Assigning an experienced person the responsibility of gathering department news and writing releases insures uniformity in style. The person assigned can develop a rapport with media representatives and serve as a liaison between the police agency and the media. For routine daily news releases, a type written news release has several advantages. It helps to insure accurate reporting, standardizes information to all media representatives, and supplies the police agency with a copy of what has been officially released. This procedure reflects an efficient and professional organization. The police agency may also want to consider tape recording the written news releases so they can be played over the telephone. This reduces the need for reporters to come to the police station to obtain the written material and saves police personnel time when releasing information by telephone to several sources.

Methods of furnishing the media with news of special events must also be de-

veloped. At a disaster or crime scene, police personnel assigned to the area should refer media representatives to one source for information. The supervisor in charge of police operations should insure that media representatives are given accurate information as efficiently as possible. To aid the media and help reduce confusion at a special news event an area for the press ought to be established. This special media center allows representatives to set up equipment, interview people, write and telephone their stories without interrupting police operations.

Consideration should be given to the types of information that will not be given to the media. A list of specifics should be developed by the police administrator and a brief explanation of why information will not be released should follow each example. Some examples of information that would not normally be released are: names of juveniles (victims or offenders), names of victims of sexual assaults, and certain facts that, if they became public knowledge, might adversely affect an investigation.

Once the police administrator has developed a preliminary plan for working with the media, a meeting with media representatives should be scheduled. This will allow participants an opportunity to get to know each other and provide a setting where common problems can be discussed. When arranging the meeting the police administrator should make sure that each newspaper and each radio and television station in the area has been invited to participate. A written invitation should be sent to each. This will reduce the likelihood of charges of police favoritism.

The meeting should be chaired by a police representative. The agenda should include a discussion of the roles and responsibilities of each group, types of information that will not be released by the police, and distribution of routine news releases and special news events. During the meeting it should be decided what time of day it would be most convenient for the media to receive information concerning routine police operations of the preceding 24 hours. To keep the public well informed, it may be desirable in some cases to provide a routine news release every 12 hours. This will vary with the community. The methods that will be used by the police to distribute this information should be explained and understood by all.

Most newspapers and radio stations are willing to provide a great deal of space and/or air time to community affairs. The police should take full advantage of this resource. Promotions, retirements, graduations, special programs, and activities taking place in the department should be reported to the news media.

A police agency can have a good working relationship with the media, but only if the police develop a standard procedure for working with the media; provide accurate news releases on a regular basis from an authorized source; give news releases on special newsworthy events as quickly and effectively as possible. A good working relationship between media and police will be beneficial to all concerned. The police benefit because they serve in the public interest, the media benefit because they work in the public interest, and public benefits because they best support the agencies which serve in their interest.

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## EVIDENCE TECHNICIAN PROGRAM MANUAL

By Joseph L. Peterson  
and James H. Jones

The utilization of scientific methods for the examination of physical evidence recovered in the course of criminal investigations has become a critically important function of the nation's law enforcement agencies. This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. These individuals, often referred to as evidence or crime scene technicians, are on the staffs of most urban police departments today. Many agencies now train evidence technicians to be specialists who devote their total professional attention to the search for physical evidence. Through specialization, it can be expected that crime scenes will be searched with less delay and greater expertise than in situations where patrol, detective or crime laboratory personnel have shared responsibility for recovering the evidence.

Five important aspects of developing an effective evidence technician program are discussed in this manual. The key element is the selection and training of competent personnel who will become evidence technicians. Next in importance are tools, kits and vehicles which are used by the technician in processing crime scenes. Also discussed is the need for a strong organizational commitment to the crime scene search function, the implementation of actual field operations, and finally, means for evaluating an evidence technician operation. Guidelines for developing meaningful program objectives and appropriate criteria for measuring progress toward those objectives are presented.

A publication of the  
Criminal Justice Center  
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## Study Says Arbitration Is Best In Police Pay Disputes

Continued from Page 1

the state's financially strapped cities face, the study said. It suggested that negotiators and decision-makers look beyond the short-run budget or election cycle to obtain a somewhat longer perspective.

According to the report, municipal and union leaders will need to recognize their long-term interdependence and the permanency of the collective bargaining method rather than seeking to maximize their short-term gains which are based on a temporary political balance of power.

The study noted that leaders on both sides of the bargaining table will have to be induced to make "politically and economically painful decisions."

"In the past, the union and management representatives have shown little willingness or ability to resolve the problems facing themselves in direct negotiations, without third-party intervention," the report stated. "Instead, they have preferred to invoke steps in the hopes that adverse decisions can be blamed on an outside party free from political reprisals."

Comprehensive compensation packages for all municipal employees should be developed, the study found, noting that cities will have to be encouraged to develop such plans rather than continue to deal with each employee group separately.

The study explained that separate bargaining makes little sense in view of historical patterns or differentials and the conditions of equity that often require adjustments of a comparable nature across the various bargaining units.

Emphasizing the need for efficient municipal leadership, the report said,

"Real, rather than superficial or cosmetic, efforts at improving the productivity and the managerial effectiveness of the city governments will be necessary."

"While the term 'productivity bargaining' has been bounced around considerably in these cities, it appears that productivity bargaining has not yet produced any significant cost savings," the study panel concluded. "Consequently, more serious efforts at reducing the costs of producing a given level of service in these cities will be necessary."

### Supreme Court Denies Right to Instant Review In Parole Revocations

A paroled convict who is convicted and imprisoned of a second offense while he is on parole has no constitutional right to an immediate parole revocation hearing, according to a recent decision by the Supreme Court.

The Court's 7-2 ruling allows parole authorities to wait until the convict serves his sentence for the second crime before they determine whether the original parole grant should be revoked, based on the commission of the second offense.

The ruling came in the case of an Arizona man who committed a rape for which he received a 10-year term in 1962. He was paroled in 1966 and, while on parole, he murdered two men. He pleaded guilty to the crimes and received two concurrent 10-year sentences.

By insisting on a prompt parole revocation hearing, the defendant felt that, if parole authorities ruled that he must serve any of his remaining original prison term, all three sentences could run concurrently.

# Current Job Openings in the Criminal Justice System

**Director, School of Criminal Justice.** Michigan State University is offering a senior level appointment to an applicant who holds a Ph.D. or equivalent. Other requirements include college level teaching experience.

Effective date of appointment not later than September, 1977. Applications, vita, qualifications and three names and addresses of references should be forwarded to: Dr. Terence Dungworth, Chairperson, Director's Search Committee, School of Criminal Justice, Michigan State University, East Lansing, Michigan 48824.

**Faculty Positions.** American University anticipates that it will have some teaching positions open for 1977-78. Rank and salary is negotiable. Applicants must have doctorate with research capability and teaching experience in their chosen area of specialization. Specialists in police and corrections are most desirable, however, others are invited to apply.

Vita and letters of recommendation must be sent by January 1, 1977 to: Professor Richard Myren, Center for Administration of Justice, American University, Washington, D.C. 20016.

**Instructor, Department of Chemistry.** East Stroudsburg State College has announced a temporary position in the Institute of Criminal Justice Administration, subject to legislative appropriation. Spanish-speaking individuals are especially needed to develop a bilingual program.

Qualifications include the appropriate training and at least three years of experience in the field of Forensic Chemistry. The successful applicant will teach a four-credit course entitled, "Forensic Chemistry" during the Spring semester of 1977. The course will provide basic instruction in chemical principles pertaining to forensic analytical procedures.

The salary for this part-time position has been set at \$2,728.95. Resume and application should be sent by December 15, 1976 to Dr. Waldemar Palaitis, Chairperson, Forensic Chemistry Search Committee, Department of Chemistry, East Stroudsburg State College, East Stroudsburg, Pennsylvania 18301.

**Chairperson, Department of Criminal Justice Studies.** Kent State University is seeking a Chairperson for the Criminal Justice Studies Department, beginning September 16, 1977. The Department has 13 full-time and 18 part-time faculty serving more than 800 undergraduate majors on eight campuses; a graduate program is pending final approval for implementation in Fall, 1977. Chairperson will have primary responsibility for continual graduate and undergraduate program development, faculty recruiting and department administration.

Qualifications: earned doctorate, demonstrated collegiate administrative experience and teaching, experience and research in the field of law enforcement or

closely related fields, as well as graduate-level teaching, theses direction, and academic and student affairs management.

Salary and rank dependent upon qualifications and experience. Submit vitae and supporting documentation indicating possession of qualifications before January 31, 1977 to: Dr. Milton E. Wilson, Chairperson, Search Committee, Department of Criminal Justice Studies, 111 Bowman Hall, Kent State University, Kent, Ohio 44242.

**Campus Security, Assistant Director.** Cleveland State University. Position reports to the Director of Campus Security. The department has a staff of 64 and is composed of the divisions of police, security and parking. This department serves an urban campus with an enrollment of 17,000 students.

Candidates will be required to have appropriate supervisory/management experience and a baccalaureate degree from an accredited institution, preferably with a criminal justice program background. An MA in Criminal Justice is desirable.

Starting salary range is \$15,000 to \$18,000. Resumes must be received by December 30, 1976. Send resume to Department of Personnel, Cleveland State University, 1983 East 24th Street, Cleveland, Ohio 44115.

**Crime Laboratory Technician.** College crime lab. Assist lab director in mock crime scene preps, responsible for maintenance of equipment, supply. A.S. or B.S. in Criminalistics, Evidence Technology, or related field; video tape experience preferred; qualification as expert witness preferred.

Salary \$8,500 plus full benefits. Submit resume by December 15, 1976 to Dean Donald Boyd, Clinton Community College, Bluff Point, Plattsburgh, New York 12901.

**Depury Project Administrator.** Judicial Department. Temporary full-time position of Deputy Administrator for Restitution Service under a two year Law Enforcement Assistance Administration grant to the State of Connecticut - Judicial Department. Graduate degree in social science with a minimum of three years related experience in research, evaluation, statistical analysis, and design of computer-based data systems. Duties include the coordination of internal administrative affairs, data collection and analysis, and evaluation services.

Send resume to: Connecticut Judicial Department, Research and Planning Unit, Drawer N, Station A, Hartford, Connecticut 06106.

**Court Administrator.** Jersey City, New Jersey is seeking a candidate with a BA or MA in Criminal Justice. Other requirements include experience in criminal justice planning and court administration. Successful applicant must be willing to relocate to Jersey City.

The salary level has been set at \$18,000. Send relevant information to: Office of Business Administrator, City Hall, 280 Grove Street, Jersey City, New Jersey 07302. Telephone: (201) 574-5032, 31.

**Police Chief.** Pinole, California (pop. 15,400) is seeking a police chief. Candidate must be a college graduate or have completed junior college curriculum in police science and have POST advanced certificate. A minimum of six years municipal law enforcement experience with three years in supervisory capacity is necessary.

The salary range is \$22,920-\$29,076, depending upon experience. Send applications to: Personnel Office, 2131 Pear Street, Pinole, California 94564. Telephone: (415) 758-4334.

**Chief of Police.** For Fort Pierce, Florida. Population 33,000, 112 police employees; operating budget of approximately \$1,500,000. Requires strong leadership. Responsible for operation of department under general direction of the city manager.

Candidates should have extensive knowledge of police administration and methods; considerable knowledge of scientific methods of crime detection, criminal identification, types and uses of firearms, communications, and automotive equipment used in modern police work. College-level training in law enforcement administration and considerable previous command experience preferred.

Salary range, \$16,266-\$23,067, including excellent fringe benefits. Apply by resume to: Charles Jackson, City Manager's Office, City of Fort Pierce, P.O. Box 1480, Fort Pierce, Florida 33450.

**Chief of Police.** Fallsburg, a rural-resort community in southern Catskill region of New York with a year-round population of 8,000 is seeking a police chief with a minimum of seven years experience, preferably in a small, rural town police department. Special emphasis will be placed on traffic control, crime prevention, and public safety. Innovative, cost-conscious, assertive professional needed.

Salary is open and it includes fringe benefits. Reply with resume, in confidence, to: James D. Holzhauer, Town of Fallsburg, Town Hall, South Fallsburg, New York 12779.

**Deputy Sheriffs.** The Arapahoe County Sheriff's Department is accepting applications for patrol officer and jail officer positions. Preferred requirements: 21 to 35 years of age, 5'7" to 6'4" in height, weight comparable to height, in good general health, some college and law enforcement experience. Reasonable preferred requirement waivers will be considered on an individual basis. Salary range starts at \$813 per month; good fringe benefits. Additional salary compensation may be made for experienced entering employees.

Write to: Personnel Recruitment Unit, Arapahoe County Sheriff's Department, 5686 South Court Place, Littleton, Colorado 80120 or telephone (303) 798-8381.

**Questioned Document Analysts.** The United States Postal Inspection Service is accepting applications for qualified questioned document analysts. Applications are also being accepted from persons with college degrees who are interested in QD trainee positions.

For further information, write: Director Gordon R. Stanghor, Crime Laboratory, U.S. Postal Inspection Service, Room 1P-920, 475 L'Enfant Plaza West, S.W., Washington, D.C. 20260. Telephone: (202) 245-4487.

**Criminal Justice Faculty Position.** The Criminal Justice Program of Florida International University presently anticipates a number of faculty positions at its newly established North Miami campus opening in the Summer of 1977. Recruitment is now underway.

Rank is assistant professor. Salary competitive. Qualified individuals in any criminal justice specialty are invited to apply. Earned doctorate required. Candidate with proven research capability.

Deadline for applications is January 1, 1977. Send vita to Professor James Witt, Chairperson, Criminal Justice Program, Florida International University, Miami, FL 33199. An equal opportunity employer.

**Faculty Positions.** Western Illinois University in Macomb is seeking a qualified individual to fill a faculty opening starting in Fall, 1977. Doctorate or ABD in management sciences/public administration. Prior criminal justice experience and/or collegiate teaching also preferable. Responsibilities primarily in graduate courses in law enforcement organization and management; some responsibilities in teaching at undergraduate level.

Rank and salary for the position is dependent upon academic and/or professional experience. Vitae and letters of reference should be submitted by March 1, 1977. Write to: John J. Conrad, Chairperson, Department of Law Enforcement Administration, Western Illinois University, Stipes Hall 518, Macomb, IL 61455.

## JOB ANNOUNCEMENTS

*If your department, agency or educational institution has any job openings in the criminal justice field, we will announce them free of charge in this column. This includes administrative and teaching openings, civil service testing date periods for police officers, etc., and mid-level notices for federal agents.*

*Please send all job notices to: Jon Wicklund, Law Enforcement News, 448 W. 56th Street, New York, NY 10019. (212) 489-5164.*

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# Criminologists Meet in Tucson; Name Parole Official President

More than 600 criminologists from the United States, Canada, Latin America, Europe and Africa gathered last month to participate in over 50 sessions, listen to more than 200 papers, present awards to their outstanding colleagues and to install their new leadership.

The 28th Annual Congress of the American Society of Criminology, met in Tucson, Arizona under the chairmanship of outgoing ASC president Gilbert Geis from the University of California at Irvine. Participants said the congress

## Inmate Grievance Program Lauded as Exemplary by LEAA

Continued from Page 3

tions upheld the inmate, and that an additional 20 percent upheld the wards in part, through some sort of compromise.

As a specific example of how the exemplary project functions, LEAA outlined the case of Daniel P., a ward of the California Youth Authority who requested that he be permitted to wear long hair and a beard. An independent arbitrator decided that "To deny the right to wear beards appears to be inconsistent with the spirit, the procedures and the results of the school's behavioral treatment programs."

"So Daniel P. won his grievance," LEAA stated, "and 30 days later youths throughout the system were given the same rights."

Another California ward who is serving a three-year term for a second-degree murder conviction noted that most grievances are about prison food, health care, recreation, and clothing. The inmate, who was elected as his unit's grievance clerk, added that "if you have a good grievance, it can go all the way."

The LEAA Exemplary Project manual, entitled "Controlled Confrontation - The Ward Grievance Procedure of the California Youth Authority, suggests that there is no limit to the type of correctional facility in which the grievance system can operate.

Single copies of the book can be ordered through the National Criminal Justice Reference Service, P.O. Box 24036, S.W., Washington, DC 20034. Telephone: (202) 755-9709.

was one of the most interesting and successful in the society's history.

Dr. William E. Amos, a member of the U.S. Board of Parole and author of several volumes on juvenile corrections, succeeded Geis as president of the society for 1977 and Dr. C. Ray Jeffery of Florida State University was chosen president-elect for 1978.

The newly-installed president is commissioner of the U.S. Parole Commission in Dallas, Texas and holds numerous degrees in the social sciences. A Lieutenant Colonel in the Army Reserve, Amos is a fellow of the American Psychological Association.

At the annual banquet of the society which followed the Congress, the Edwin Sutherland Award was presented to Daniel Glaser, author of *The Effectiveness of a Prison and Parole System*, and the Sellin-



ASC President William E. Amos

Glueck Award was conferred on Sir Leon Radzinowicz, director-emeritus of the Institute of Criminal Studies at the University of Cambridge.

Radzinowicz responded with an acceptance speech which traced his four decade career in criminology, spanning from his student days in Poland and France, through his work under Enrico Ferri, to his highly productive tenure at Cambridge.

The society chose Atlanta, Georgia as the site for its 29th annual meeting in November, 1977.

## PUBLIC SAFETY SIDELIGHTS

By JOE SCHOTT

## Texas Panel Pushes Merger of Police, Security Regulatory Boards

The Texas Legislature's Budget Board [on November 8] made a recommendation for the upcoming legislative session in January to merge the Texas Commission on Law Enforcement Officer Standards and Education with the Board of Private Investigators and Private Security Agencies.

The Commission was established by the 59th legislature in 1965 for the purpose of improving Texas law enforcement through standards, training, education and research.

The Commission establishes minimum standards for employment of law enforcement officers, conducts courses of training and certifies law enforcement officers, their training facilities and their instructors.

The Board of Private Investigation and Private Security Agencies was created by the legislature in 1969 to provide for the licensing and regulation of private investigators, private patrolmen, private guards and managers, armored car services, security systems services and guard dog services. Last year the legislature broadened the scope of the Board's regulatory authority to include the screening and training of armed security officers and the overall regulation of the industry.

The legislative Budget Board is recommending to the legislature that the laws setting up the two separate agencies be repealed, and that a new law be passed to create the new merged body. The merged body would then have a new group of commissioners and an executive director.

The legislative Budget Board has voted to recommend to the upcoming legislature that the Private Investigators and Private Security Agencies section of the newly formed commission be funded in the amount of \$639,205, entirely from State General Revenue Funds.

This is an increase of \$162,535, or 34 percent, more than the current funding for that agency out of general revenue funds.

The legislative Budget Board also recommends that the Law Enforcement Officer section of the newly formed commission be funded in the amount of \$173,061 from State general funds.

This is a decrease of \$74,789, or 29 percent, from the current funding for that agency out of general revenue funds.

In addition, the legislative Budget Board is recommending that the Law Enforcement Officer section obtain the balance of its funding, in the amount of \$1,215,478, from the Governor's Criminal Justice Division, mainly federal funds.

This last decision conflicts with a recent resolution of the Governor's Criminal Justice Division that it will not fund the Commission at all after September 1, 1977, and the Commission must be supported by general revenue funds after that date.

The membership of the legislative Budget Board includes Lt. Governor William P. Hobby, Speaker of the House Bill Clayton, Senators Bill Moore, Tom Creighton and W.E. "Pete" Snelson. House members on the Board are Bill Heatly, George "Mickey" Leland, Bill Pressnell and Joe Wyatt.

Several leading law enforcement officials in the state, including Leonard Hancock, chief of police at Temple and an official in the Texas Police Association, have publicly expressed strong opposition to the recommendation.

Mason Lankford of Fort Worth, a member of the Board of Private Investigators and Private Security Agencies, stated he believes the action by the Budget Board is "part of a consolidation effort affecting all state agencies." However, he said, he opposed the move because there is no real relationship between the Commission and the Board. He said, "One represents industry and the other represents government and their goals are different."

Fred Toler, executive director of the Commission, and Wayne Whatley, director of the private investigators' board, contacted by Law Enforcement News this past week, declined comment on the recommendation.

## Justice Dept. Opposes New Appeals Court Plan

Continued from Page 3

that the Supreme Court would have to scrutinize each decision on the merits by the new court to insure that high court views are not contradicted, thus "adding a fourth tier to the judicial system and actually delaying the definitive resolution of issues."

In instances where the basic philosophies of the two courts might differ, Tyler said that the Supreme Court would probably withhold important cases from the proposed court or alter the latter's decisions, thereby defeating the whole purpose of the new court.

Tyler charged that the presence of a National Court would decrease the prestige of the courts of appeals and district courts and further diminish their ability to recruit talented jurists.

Senator Roman L. Hruska, who was presiding, challenged Tyler noting that the prestige of these courts might suffer more because of their inability to handle current

appellate caseloads. Tyler countered that the proposed court might also embarrass the Supreme Court if members of the new judicial body happened to possess better intellects than those of the Supreme Court Justices.

Continuing the Justice Department's view, the Deputy Attorney General said that the proposal fails to address the issue of federal jurisdiction, the "root cause of ever-increasing caseload problems at all levels of the federal judiciary." In 1972, 60 percent of all Supreme Court decisions came on statutory appeals, many of which "did not warrant Supreme Court consideration," he contended.

Tyler made a counter-proposal noting that by eliminating these appeals the Court would be able to substantially increase the number of important, authoritative decisions it issues annually. He added that the calendars of lower federal courts could be significantly reduced by abolishing federal diversity jurisdiction, and con-

sideration should be given to establishing administrative courts, not subject to judicial review, to dispose of social security cases, prisoner petitions and similar legal matters.

Other subcommittee witnesses who testified against the pending proposals included Chief Judge Frank M. Coffin and Judge Donald P. Lay of the First and Eighth District Courts of Appeals respectively, and Chicago attorney Barnabas F. Sears.

Advocates of the legislation included Chief Judges Collins J. Seitz and Thomas E. Fairchild of the appellate courts for the Third and Seventh Circuits respectively, Columbia law professor Maurice Rosenberg, former ABA president Chesterfield Smith.

Subcommittee hearings are expected to resume early next year. For details, contact: Senate Subcommittee on Improvement in Judicial Machinery, 6308 Dirksen Building, Washington, DC 20510.

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# The Emerald Isle's Men in Blue

## An Interview with Asst. Commissioner Sean Sheehan of Ireland

This is the third interview in a five-part symposium on European policing. The fourth interview in the series can be found on page 9, and the remaining symposium discussion will be carried in a subsequent issue.

Sean Sheehan has held a variety of posts in the Garda Síochána — the Republic of Ireland's national police force. Since joining the department in 1944, he has served as Sergeant, Inspector and Superintendent in Operations and in Administration Units. In 1969 he was promoted to Chief Superintendent and in 1974 was appointed Assistant Commissioner in Charge of Research and Planning.

A graduate of the Senior Command Course at the Police College in Bramshill, England, Sheehan represented the Garda Síochána at the Fifth United Nations Congress on the Prevention of Crime in Geneva, Switzerland.

This interview was conducted for Law Enforcement News by Michael Balton.

LEN: How did Garda Síochána [the Irish Police] develop from the Royal Irish Constabulary?

SHEEHAN: In 1922, we got our independence. Up to that time you had an organized police force in Ireland, known as the Irish Constabulary. They eventually became known as the Royal Irish Constabulary, and were an organized professional police force in Ireland during the period of British rule in Ireland.

When we got our independence in 1922, it was decided to organize and establish a new police force, an unarmed police force. Up to that time, the R.I.C. was an armed police force; in fact, one might say it was a semi-military police force.

We organized our own police force called the Garda Síochána in 1923. That was really the beginning, so we are, comparatively speaking, a fairly young police force, in terms of organized police forces, we have more experience than most other West European countries. We have had an organized force in Ireland since about 1814. I think England's first organized police force in London was the London Metropolitan in 1829, and I think New York's started in 1844, so we have a head-start.

LEN: What is the organizational structure of the Irish force?

SHEEHAN: The structure is made up of a Commissioner, two Deputy Commissioners, four Assistant Commissioners,



Assistant Commissioner Sean Sheehan

of extradition or anything like that between the two countries.

LEN: Is there cooperation between England and Ireland with regard to police training?

SHEEHAN: Our training is somewhat similar to the British system in that we give a recruit 18 weeks training initially in our training center. He then goes on the job, as you might say for on the job training, and after about a year on the job he comes back again for a refresher course of about one month, and then goes back out again.

Our probationary period is two years, and at the end of that period we have to decide whether the recruit is fit to be retained and has the qualities that are necessary for him to become a policeman. If we then accept him and confirm his appointment, of course he is a fully-fledged member of the force and cannot be discharged except because of some disciplinary problems.

LEN: You direct research and planning in Ireland. How is that aspect of Irish law enforcement progressing?

**"If we accept what criminologists now say, the severity of court sentences really does not have any great effect in crime prevention or rehabilitation."**

ers, and then down along the line, we have chiefs of detectives, lieutenants, inspectors, sergeants and what we call gardaí. These are patrolmen — patrol officers.

We are organized on more or less a county basis; in some instances we have two counties together. Each of these areas is called a division and each division is controlled by a Chief Superintendent. We have about 18 or 19 divisions throughout the whole country.

Each division is divided into an average of five to seven districts, and each district is divided into seven or eight sub-districts, which is really the station level.

LEN: You attended the British Police College in Bramshill. What is the relationship between the British and Irish forces?

SHEEHAN: Oh the relationship is very good. We cooperate very closely with each other in our criminal matters because there is a constant flow of travelling between England and Ireland.

Passports or travel identity cards are not necessary between the two countries. People travel freely. So consequently, a lot of people who commit crimes in our country tend to run to England to get away and vice-versa, as you might say — people who commit crimes in England sometimes come to us. So very frequently, warrants are issued on both sides and we execute each other's warrants. Those issued in a British Court can be executed by certain endorsements in our country, and those issued in our country will be executed in England. There's no question

SHEEHAN: It is a comparatively new discipline, at least within the police force anyway. I cannot speak for outside the police. We have only established search and planning centers, on an organized basis within the past five years. So we are doing the usual things that I think most police forces do now in relation to research — trying to find out what is the best system of applying our manpower; what is the correct mix of patrol cars to patrolmen; the correct mix of people on beat work to people going around in vehicles; trying to establish what is the proper allocation of manpower, of police power, in any given area to try to keep crime at an acceptable level.

LEN: Critics in this country have said that we don't utilize our research findings.

SHEEHAN: I think this is an assumption that is common to all countries. I think it is fairly true. A research department always has difficulties in getting its findings implemented. You know, it's been said that if something doesn't fit in with the predisposition of previous concepts of what people have in mind, they find it difficult to implement it. But of course, you have the problem when dealing with research that it's a theoretical proposition. It isn't always possible or easy to implement it in the practical sense. I think this is true of our country's relation to research.

LEN: A recent American study has questioned the effectiveness of detectives. How are detectives trained in Ireland?

SHEEHAN: What we do is find individual members who have certain aptitudes which are reflected by the way they do their job during their period in uniform. If their supervisors find that they seem to have an aptitude for crime investigation, when vacancies come up in our detective strength, then these people are put on crime detection for a probationary period of about 12 months. Now if during that period they confirm the fact that they have a certain aptitude for criminal investigation, then we confirm their appointment to the detective branch. Of course, there is not substantive rank such as detective in our force. It is merely an appointment to a particular section.

We also give him special training in crime investigation — scenes of crime examinations, and things like that. This seems to establish him as a detective. In so far as it is possible for us to give him special training, we do that.

LEN: How do the clearance rates compare with the crime rates in your country?

SHEEHAN: Our clearance rates average around 45 to 50 percent. One could say that isn't a very high load, but I think it's as good as the average that you get in most countries.

If you are asking me how successful are we in preventing crime, how successful are we in keeping down the crime figures, then I must confess that we are not all that successful. But I think this could be said of all countries, that the problem of crime is one that's increasing and all we can do is to do our best within the limitations that society has put on us.

LEN: Do you feel that the Irish courts are too lenient?

SHEEHAN: I think it is common for most policemen to say that the courts are not strict enough in imposing penalties. One cannot generalize in a situation like that because if we accept what the criminologists and penologists now say, it does appear that the severity of court sentences really does not have any great effect in either crime prevention or rehabilitation.

Consequently, I would not wish to go on record as saying that crime sentences should be longer. What I would be more concerned about is the fact that the people who might be termed professional criminals are dealt with in the proper way.

At the moment, it is fair to say that in our society we deal too lightly with the professional criminal. That is the man who sets out to make his living from crime, who weighs the odds in his favor and decides that the odds are pretty good. In that sense, we deal and the courts deal probably too leniently — well, not necessarily the courts but the whole judicial system deals too leniently with the professional criminal.

The other type of person is one who commits a criminal act because of some human frailty or because of environment or because of whatever you may care to attribute to the factors which cause crime. This is a different situation. In his sense, it's more the certainty of punishment rather than the severity which has an effect.

Now this is a field which, again, I must assert I am not qualified to speak on. I am merely using what the criminologists and penologists say in giving you my opinion. Naturally, I would tend to go along with this.

LEN: Does your corrections system tend to be more rehabilitative or punitive?

SHEEHAN: The concentration in recent years has been on the rehabilitative aspect. And again, if one accepts what the sociologists and criminologists have established, I'd certainly accept that. But in fact, the figures are all too clear on the point: rehabilitation as it exists hasn't worked in any way with us either. Consequently, a new approach will have to be made towards the problem.

LEN: How are juvenile offenders dealt with?

SHEEHAN: We have our system within the police force of dealing with juveniles who have committed minor crimes and who are under certain age.

We have a juvenile liaison officer. If a person under 17 years of age commits a crime and admits it and is not involved with adults, the juvenile liaison officer can deal with the juvenile offender by giving him a caution in the presence of the parents. This is provided that the parents are prepared to take responsibility for what their child is doing and to insure that he doesn't err in the future.

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# Inside France's National Police Force

## An Interview with Lucien Durin of the French Police

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LAW ENFORCEMENT NEWS

December 7, 1976

Lucien Durin has commanded numerous components of the French National Police in both the uniform and criminal investigation branches. He served as Chief of Detectives in Lyons from 1960 to 1971 and was the Deputy Director of France's National Police College for four years.

Since retiring from his college post in 1975, Durin has actively pursued his interest in criminal investigation and the prevention of crime. He has contributed to police journals, attended international police conferences and lectured to police in England and the United States.

This interview was conducted for Law Enforcement News by Michael Balton.

**LEN:** What is the structure of France's system of policing?

**DURIN:** It is quite different from yours. The French police are a national force under the control of the Ministry of Interior. Before the war, we had minuscule police agencies. Only a few towns had a state police, but all of the forces were minuscule. All members were appointed by the mayor except for the commissioner, or chief of police, who was appointed by the Minister of the Interior. But it was decided in 1941 that all police forces in France would be state police so ever since we have state police.

The mayor has kept his power of making regulations but he sends these to the police — to be enforced. But apart from that, he cannot give any orders to the police.

Up to a few years ago, the national police, so to speak, did not exist. Because on the one hand we had the prefecture of Police for Paris and on the other hand the Surete Nationale for the rest of the country. But in 1966 it was decided that the prefecture of Police would merge with the Surete Nationale because at that time there was an important case — the Ben Barka case.

Ben Barka was the leader of a Moroccan left-wing organization. He was abducted and his corpse has never been found. Both agencies — the prefecture of Police and the Surete Nationale — had investigated this case but without any coordination. That's the reason why it was decided that there would no longer be two different forces. So in 1966, the National Police was established.

**LEN:** How is the National Police structured?

**DURIN:** The national police system is based on specialization. We have five specialized branches. First, we have the Central Office of Control of the Ports, Docks and Borders, doing the same work which is done in the United States by the Immigration Service.

Second, there is the Central Directorate of General Intelligence. Officers who belong to the Directorate both in Paris and in the provinces collect information on political, economical and social matters concerning the govern-



Lucien Durin

ment. We also have a criminal investigation division in the towns. This is how it works. The local agencies in the towns work on cases taking place in the town but very often the case goes outside the town. The local police cannot go outside their town. In these cases, the investigation is picked up by the regional criminal investigation branch which carries out the investigation whenever it is needed and sometimes with the help of local police officers who first started the investigation.

Along with the Urban Police Service, we have the Republican Security Companies. They are reserve forces. The local police on many occasions have to be helped. That's the reason why these companies were created.

The prefect, who heads a department or county, is the only one who has authority to ask for the use of one of these Republican Security Companies. He has to apply to the Minister of the Interior when he needs them.

There are six companies in France and each one has a force of 230 men so the total strength of the reserve forces is about 1500 men.

The last branch is the Counter-Intelligence Service. It was originated in the Army and was passed over to the Minister of the Interior in 1890.

**LEN:** Is it somewhat equivalent to America's CIA?

**DURIN:** No, it is equivalent rather to the FBI, because

they work only within France, not outside. They carry out duties dealing with counter-espionage. So we have these five different branches.

Of course, in a small town, these five branches are not represented. In a town of 20,000 or 30,000 people, you might have a commissioner, a police sergeant, perhaps 30 patrolmen and 10 detectives. But a small town police agency performs duties of these five branches.

When I started as a commissioner in a small town, I often reported, transmitted information to the prefect — political or social information. Of course, I had to deal with crimes, traffic, the control of meetings and so on. That's the work which is usually done by the fourth branch that I mentioned — the Public Safety Police.

I remember once I happened to come across a man who was a suspect and I passed it over to my colleague in the Counter-Intelligence Branch. So to speak, a police agency in a small town does the work which is usually done by the five branches.

You come across the specialized branches in important towns.

**LEN:** Are the specialists trained on a national level?

**DURIN:** Yes. Our recruiting and training systems are quite different from yours. All candidates undergo the same training.

You may join the police in one of four permanent ranks: as patrolman or lieutenant as far as uniformed officers are concerned; or plainclothes personnel can join as, what we call, inspector, (detective inspector) or commissioner.

If you want to join the police as a patrolman, you have to sit for an exam and then you go to a regional training center. We have four of them in France. You stay there for six months training, and after that, if you pass, you are sent either to a town or city police department, or to a Republican Security Company, because some centers train people for a city police department and others train them for Republican Security Company.

As for the three other ranks which I mentioned, we have a double-entry system. First, you may join the police in one of these three ranks if you have a university degree, or, if you have no degree, you may join if you've been with the police for at least four years.

All of these candidates sit for a competition entrance examination and if they pass they all go to one of the training centers. There they attend the same courses whether they have a university degree or whether they come from the ranks.

**LEN:** Could you provide some information on the training of the specific ranks?

**DURIN:** The lieutenant attends courses for a period of six months at our National Senior Police College. He sits for an exam, and if he passes, he goes to practical training for another six months. This consists of two months in each of the uniformed branches — the city police department, the CRS and also the prefecture of police.

The prefecture of police was merged with the Surete Nationale, and although it is a part of the National Police, the people of Paris want to train their officers in their own way. That's the reason why they take them for two months of the six month period of practical training.

Finally, the candidates go for a third six-month period to one of our training schools. Those who go to schools are those who are going to be appointed either in a city police department or in a Republican Security Company. Those who will be appointed in Paris go to the training school in that city.

For the rank of lieutenant, we take 50 percent of the candidates with a degree and 50 percent who have been with the National Police for at least four years. The degree required is the baccalaureat. I am told it is the equivalent of one or two years of college in the United States.

For the rank of detective inspector we have the same recruiting percentage, and the same degree is required. These candidates also sit for a competitive examination and go for a period of six months to our National Police College just outside Paris, where they have over 1,000 people.

They go there for six months training. We think it's not enough, but for the time being we can't do better. After they leave this college, they are appointed to one of the five branches.

We have a similar way of recruiting and training our commissioners or chiefs of police, utilizing the double-entry system. But in this case, we take 60 percent of the candidates with a university degree, what we call a licentiate. It is equivalent to a Master of Science, or a Master of Arts or Law degree. The remaining 40 percent of the candidates have been with the National Police for at least four years.

All of them sit for a competitive entrance examination which is very difficult. We usually have nine or 10 candidates for one appointment; it is very selective.

Those who pass go to the National Senior Police College where they are trained for a period of one school year. They attend courses in law and different police techniques, forensic medicine, physical training, and also firearms training.

All candidates in the police force have firearms training because all police officers, whatever their rank, carry a weapon — a sidearm.

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**"We take 60 percent of the candidates [for commissioner] with a university degree, equivalent to a Master of Science, or a Master of Arts or Law degree."**

ment. All this information, which is being collected throughout the country, goes up to Paris where it is interpreted by general intelligence experts. It then goes up to the Minister of the Interior and afterwards to other concerned government departments.

The third directorate is the Central Directorate of Criminal Investigation. Of course, all the directorates have agencies within the provinces. This Directorate has 18 regional criminal investigative services throughout France.

The fourth directorate is the Public Safety Police. It is composed of two different branches: the Urban Police and the Republican Security Company service. The Urban service is the same kind of agency that you have in your towns in the United States; they do the same job.

**LEN:** Such as patrol duties?

**DURIN:** Yes, that's right. We have two kinds of officers: patrolmen in uniform doing preventive work and controlling traffic, meetings and so on, and we also have in the towns local CID's — Criminal Investigation Divisions. They are members in plainclothes.

You may be surprised that on one hand we have regional criminal investigations units and on the other hand

**"I asked a policeman here in the States how many murders are committed in cities with the same population [as Lyons]; he told me between 300 and 400. I heard that Lyons last year had 38 murders."**

Continued from Page 9

These candidates at the National Senior Police College take examinations throughout the school year — both written and oral. If they pass, they are sent for a second year in practical training centers. These centers are organized in main towns all through the country.

The candidates have to stay for two months in each specialized branch, with the exception of the Public Safety Police, which we consider to be the "backbone" of the National Police. They stay with this branch for four months.

The commissioner of a town is appointed to look after them, to see how they work. He writes a report on each of them at the end of the second year. So if everything goes well, these candidates are appointed to one of the five branches that they choose.

We think that this is a good way of training them because first of all they see the work of each branch in the field. They choose because they know what kind of work they prefer after they have been through the

five branches.

On the other hand, we think that it's a good thing because the commissioner who is in charge of these people may recommend a candidate for a particular branch or recommend against his joining this branch. He may say he is no good in this branch, but he might manage quite well in the other one.

**LEN:** Are the National Police responsible for all law enforcement activities in France?

**DURIN:** No. The National Police work in towns of over 10,000 inhabitants. For policing the rural areas, we have the gendarmes.

There are two main differences between the National Police and the Gendarmerie. The National Police belong to the Ministry of the Interior; the gendarmes are controlled by the Ministry of Defense. They work in rural areas or in towns below 10,000.

We have a similar organization in the Gendarmerie as far as reserve forces are concerned. With the National Police you have the Republican Security Companies. With

the Gendarmie you have on the one hand the department, or county Gendarmerie doing the same work as the police in rural areas, and on the other hand, we have the Mobile Gendarmerie. We can say that the Mobile Gendarmerie are to the Gendarmerie what the Republican Safety Companies are to the National Police.

The establishment of the National Police is 106,000 men. The establishment of the Gendarmerie is 72,000 men.

**LEN:** It seems that the high level of training that France's police receive would produce a highly professional force. Is there still a problem with corruption?

**DURIN:** Not really, no. We sometimes have some problems, but they are very rare.

**LEN:** Do you have a mechanism to deal with corruption when it does occur?

**DURIN:** Yes. We have an inspection corps in Paris. Inspector-generals go out in the different agencies for routine control. They go there once every two or three years and they go there each time a police officer has done something wrong and they investigate the case.

**LEN:** Have there been any significant changes in the crime rate of your country?

**DURIN:** Very often we have an increase in crime. The murder rate is one of the things that surprised me in this country. We have a problem with murder of course, but not as large a one as you have here.

For ten years, I was Chief of Detectives in Lyons, whose metropolitan area has a population of 1,000,000. I asked a policeman here in the states how many murders are committed in cities with the same population; he told me between 300 and 400, which is a large amount. Just before I left, I heard that Lyons last year had 38 murders, which is almost 10 times less than here.

We have problems with juvenile delinquency. Most of our criminals are young people but we also have organized crime with the older people. We have problems with burglaries in every town. There is also a problem concerning the leniency of the courts. The police arrest a man whatever his age and send him to the District Attorney. Perhaps two days later, we come across him in the street. Perhaps, he has committed another offense. So the police are sometimes hindered in this way.

**LEN:** What is the structure of France's judicial system?

**DURIN:** We have three types of courts. There is the Police Court for minor offenses. Then we have District Courts for offenses similar to what you call misdemeanors. These courts can sentence people to up to five years imprisonment. And for more serious crimes such as murders and rapes, we have in each department and county a Court of Assizes. The Court of Assizes is the only one with a jury. The offenders may be sentenced to 20 years, to life imprisonment, or even to death.

**LEN:** Then France has retained capital punishment?

**DURIN:** The death penalty, yes. It is very, very rare, but sometimes you have to. The people sentenced to death are not always executed because the President of the Republic may commute the sentence.

I think the last time we had an execution was about two years ago when two prisoners had taken nurses as hostages and then killed them. They were sentenced to death and executed.

**LEN:** What do you think is the future of policing in France?

**DURIN:** For the time being we have a lack of personnel, of establishment and a lack of means. We think that we ought to have more cars, and other things like laboratories, but especially more cars. We haven't as many as we need; that's our main problem. But in this case, it's a matter of budget.

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## BOOK NOTES

### The Historical Development of the Investigative Function

By ANTONY E. SIMPSON

The modern detective function in Anglo-American systems of criminal justice can be traced to its origins in medieval England. Until well into the nineteenth century, crime investigations were not considered to be a responsibility of the police but were instigated by private citizens: "This does not mean that in the past no crimes were investigated or that no one was interrogated, but investigation was not a function of the police. There have always been police of one sort or another, but they were charged with guarding against crime and arresting known offenders and not with the ferreting out of offenders" (Scully, 1964:1034). In standard histories of the development of criminal law in Britain between the fourteenth and eighteenth centuries, responsibilities for the detection and investigation of crime, and the interrogation of suspects, are described as devolving at various times upon private citizens and the courts.

One source describes the increasing involvement of the state in the investigation of crime as resulting from the emergence of three institutions between the thirteenth and sixteenth centuries. Hearings at the coroner's inquest, instituted to investigate death under suspicious circumstances, required a coroner's jury to hear evidence and to reach a verdict. Inquests were apparently instituted from the belief that murder was too important a crime to be left to investigation at private hands. Interrogations were, however, rarely conducted at coroner's inquests. Moreover, all hearings were public. For these reasons, inquests are not regarded as having contributed significantly to the development of the investigative process (Scully, 1964).

Investigations by the Privy Council began as a means of inquiring into allegations of criminal behavior in cases which involved important personages or which were otherwise of national consequence. Hearings before the Council are reported as having involved secret questioning of witnesses under oath, and without benefit of counsel or knowledge of what crimes, if any, they were being charged with. Abuses by the Privy Council of its investigative powers brought about suppression by Parliament of the Council's right to interrogate in 1350. It is suggested, however, that interrogation of witnesses by the Council may have continued for many years after this time (Stephen, 1883 1:166-84). The Privy Council's Court of Star Chamber continued to function as an investigative body until its

abolition in 1640. Like its predecessor, this court was primarily concerned with the investigation of political crimes or with allegations involving powerful individuals. However, the investigative techniques used were often just as dubious as those applied by the Council in its earlier years and public dissatisfaction with these is considered to have brought about the Court of Star Chamber's downfall: "The history of the court shows that when the power to interrogate is placed in the hands of the state it may be abused by the noblest of judicial bodies. It became the most hated instrument of arbitrary sovereign power and was a principal cause of the Cromwellian Revolution" (Scully, 1964: 1037; see also Plucknett, 1956).

The investigative bodies discussed above represented institutions for examining extraordinary allegations or those involving extraordinary persons. None of these institutions was designed to investigate non-capital crimes committed by ordinary citizens. An important development in the Tudor period of English history was the formalization of the powers of the magistrate or justice of the peace, and the use of this office as the principal state mechanism for the investigation of crime and the indictment and prosecution of suspected persons. The major discussion of the origins of this office is provided by Holdsworth (1903-1938). In this, the original function of the office is described as being the maintenance of order. The investigative function developed with the responsibility for securing arrested persons and preparing indictments against them.

Stephen's work (1883) is the standard account of the development of the investigative responsibilities of the office between the sixteenth and nineteenth centuries. Up to the eighteenth century the powers of magistrates developed to permit them to conduct the kind of thorough investigations and interrogations which are conducted by the police of today. Samaha, in his detailed account of how this system operated in the county of Essex in Elizabethan times, describes the several ways in which the judiciary became aware of law-breaking (1974). He suggests, however, that in most instances action by a magistrate was initiated by direct appeal by an injured party. Because of this, the functioning of the magistrate as the agent of criminal investigation is regarded as occurring as a community-based activity. Accused and injured parties were usually known to one another in pre-industrial England and citizens were inhibited from making accusations against their fellows because of a reluctance to initiate their own involvement in the official machinery of justice. Samaha's main point is that, regardless of how the process of judicial investigation was initiated, "... the whole process of law enforcement in pre-industrial Essex was intensely personal, even if it seemed dangerously partial. ... And it is significant that as population grew; as the nexus of the relationship between

the rich and the poor changed from a personal one to one of cash; as economic conditions worsened, even though the community was still small enough for the J.P. to know many people personally, the growing numbers of landless laborers were sure to be much less known and much more the object of the justices' suspicions" (1974: 81).

The failure of the office of the magistrate to cope with crime in the rapidly industrializing Britain of the eighteenth century is documented by Radzinowicz (1956), Maitland (1885), Stephen (1883), Armitage (1932), Rumbelow (1971), and Pringle (1955). One consequence of this failure was the emergence of private institutions for the investigation of crime. Radzinowicz discusses in some detail the elaborate network of rewards used to involve private organizations and individuals in the investigative process (1956: 1-167). Discussion of the creation of an extensive system of informers and how this was used to assist the judiciary in eighteenth century Britain to investigate crime is included in Iowson (1970), Stephen (1883), Lyons (1936), and McAdoo

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### Slide Production On Home Security Garners Award

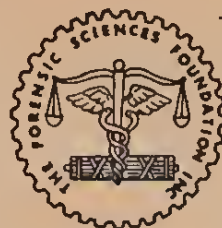
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According to Av-Com Law Enforcement Media which produced and distributes the production, "Protect Your Home" has been sold in more than 40 states, and is being used by Federal, state and local law enforcement agencies, libraries, security companies, and service clubs.

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In spite of the failures of the magistrate system of criminal investigation and of the fragmentary and disorganized police forces of the eighteenth century, the detective function, as a specialized responsibility of the police, can be said to have begun in this period. The Bow Street Runners were never a large force and were accountable to the judiciary. Nevertheless, their function was primarily the detection of crime. In this capacity, they undertook the activities of investigating crime and interrogating witnesses and suspects subsumed by the detective divisions of police agencies in later years (Armitage, 1932; Pringle, 1955; Hibbert, 1963).

There have been various interpretations of the factors underlying the institution of systems of bureaucratized police forces in Great Britain and the United States during the nineteenth century; (for traditional views, see Reith, 1938; and Critchley, 1967; for a non-traditional view, see Miller, 1975). However, a number of consequences arose from the creation of police agencies which were efficient and powerful enough to carry out their responsibilities for law enforcement and order maintenance. Important among these was increasing recognition of the fact that the investigation of crimes and the prosecution of alleged offenders could no longer be regarded as a private function. The existence of effective agencies charged specifically with the enforcement of the law meant that, in both Britain and the U.S., the involvement of the individual in the criminal justice system began when he or

In Great Britain, the development of the investigative function in this way is well-documented. From the time of the appointment of the first Director of Public Prosecutors in 1879, the myth that prosecutions were largely private affairs, as they had been in earlier centuries, could no longer be maintained. From this point, the development of criminal investigation as a specialized police function in Britain was largely influenced by the institution and subsequent refinement of procedural rules governing police activities in this regard. Apart from the standard sources, such as Radzinowicz and Stephen, accounts tracing this development include Williams (1961), Oevlin (1958), and Critchley (1967). The social development of criminal investigation in Britain during the middle decades of the twentieth century has been determined by further refinement of procedural rules which has been brought about by concern both for the civil liberties of the individual and the responsibility of the police to society (Rolph, 1962, Laurie, 1970). Williams (1961) includes a valuable summary of restrictions on police practices under the revised version of the Judges' Rules, which were originally formulated in 1912 as an official statement of

There are strong parallels, not surprising from an historical point of view between the development of criminal investigation in Britain and the United States. Unfortunately, as has been pointed out: "there is no Radzinowicz for the history of criminal investigation in the United States, just as there is no Stephen for the history of its criminal law" (Scully, 1964: 1041). The account provided by Scully is an important discussion and source of bibliography of developments in both countries, but is primarily concerned with the accused's right to counsel during interrogation as this was formulated in early English legal history.

Legal histories generally support the view that in matters of criminal law and procedure, colonial America followed the British pattern. This conclusion is presented by Goebel and Naughton (1944) and Greenberg (1974). Works which qualify this as a general conclusion and emphasize the way in which the British system in America was modified by local situations and local values include Haskins (1960) and Erikson (1966). Erikson's work is an important sociological account of how criminal law in early Puritan settlements functioned to interpret the boundaries of prescribed group behavior. Included in this discussion is an account of how the process of criminal investigation, the private responsibility, was manipulated by powerful interest groups in the colony.

The theoretical and historical works cited above do not analyze the development of criminal investigation in the United States in any great detail. On the other hand, the establishment of detective units in both British and American police agencies and the histories of these units are topics which are covered quite well in the literature.

Reference was made earlier to the Bow Street Runners of London as the first detective force in the English-speaking world. An answer to the question of what constitutes the first detective unit does, of course, depend on how the detective function is defined. To all intents and purposes, the first police agency to create a separate detective force was the London Metropolitan Police which took this step in 1842 (Hibbert, 1963: 292). An account of the early years of Scotland Yard, and its struggle to combat resentment from the general public and the uniformed force, is included in Rhodes (1933). Radzinowicz notes that this resentment stemmed from distaste from anything approaching a "spy system" and also from the scandals in which detectives

There is no single source covering the establishment and early history of detective units in the United States. Ward's dissertation includes a section tracing the development of detective units in agencies throughout the U.S. as this is documented in literature (1971: 28-36). Officers began to be assigned to detective duties in major American cities from the 1840's on, although detective divisions did not become a standard feature of state police agencies until the years following World War I. (Torres' 1971 thesis includes a section on the early development of the investigative function at the state level.)

The early development of the detective function in this country has been characterized by the important influence of private agencies (see Prassel, 1972, Bopp and Schultz, 1971; Weston and Wells, 1974). Allan Pinkerton who, prior to establishing his private agency, was the first detective appointed by the city of Chicago, is usually regarded as the most successful detective of this period (Horan and Swiggett, 1951; Broehl, 1964). A widely-quoted achievement of the Pinkerton Agency is its destruction of the "Molly Maguires," a gang of industrial saboteurs which operated in the Pennsylvania coal fields between 1861 and 1871 (Oewes, 1877; Morn, 1975).

The standard account of the growth of organized law enforcement in the West includes a section dealing with the considerable expansion in the activities of private agencies which took place on the frontier. Use of private detective agencies to protect livestock, railroads, stagecoach lines and even to maintain public order grew at the same rapid pace as the westward movement of population (Prassel, 1972; see also Collier and Westrate, 1936; Cook, 1958). As the century advanced, large corporations made increasing use of private detective forces to counter problems arising from labor disputes. Restrict-

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# Books: Police Response Time Study Shows Technical Flaws

**Police Response Time — Its Determinants and Effects.** By Tony Pate, Amy Ferrara, Robert Bowers and Jon Lorence. The Midwest Research Institute and the Police Foundation.

An important goal of science is to refute and confound common sense, for without this property of rejecting what "stands to reason," what is "intuitively obvious," what "everyone knows," science is just a dreary, stuffy restatement of what was apparent to the casual observer. The study reviewed here, part of the larger Kansas City study of patrol, serves that valuable function because it marshals evidence on an issue that may have certain properties of a sacred cow: namely the issue that short response times to citizen calls for assistance is a desideratum into which valuable resources should be diverted. Two of the assumed benefits of short response time have always been: 1) the logical assumption that quicker response times would result in more successful disposition of cases, and 2) the equally logical assumption that quicker response times would result in more citizen satisfaction with police service. The present study refutes both of these assumptions.

The investigators found no connection between speed of response time and outcome of the encounter, in terms of categories such as "arrest made" or "property recovered." Further, they found that citizen satisfaction with response was most strongly related to the difference between expected and actual response time. Citizen satisfaction with response time is pivotal for, in turn, it largely determines citizen satisfaction with the responding officer and with police service generally. That is, callers do not simply respond to the actual elapsed time between their call and the arrival of the answering officer, but rather they respond to the perceived difference between the elapsed time and the hypothetical time within which they have come to expect the police to arrive. These results suggest that the "minimax" solution for most police departments is a rather devious one, though the authors do not make this suggestion quite so boldly. Since response time does not affect outcome, so the strategy would run, it makes no sense to divert resources into it. Citizen satisfaction can be handled easily, without committing resources to response time. Simply lower citizens' expectation about response time through careful publicity. Convince them that, since the demand for police services is so great, only the most urgent calls can be handled speedily and other callers may experience considerable delay. After this policy has had time to set

in, satisfaction with almost all calls should be quite high, since almost all calls will be answered in a time period less than the "considerable delay" to which the public has by now become conditioned. This strategy may appear a bit cynical or cold-blooded, but it follows almost necessarily from the finding that quick response times do not achieve the ends they have been assumed to achieve.

There are some problems with the study, mainly of a technical nature. Some of the problems, which the authors readily point out, are generated by the fact that the data were culled from three separate studies and that those studies were not designed originally to test the hypotheses discussed here. Well and good. However, there are other nagging points about the data analysis which border on the slipshod. For example, the authors refer in many tables to a "partial correlation coefficient," yet from their definition (p. 64) it is almost certain that they mean a semi-partial correlation coefficient. The difference is considerable, since a partial coefficient is the relationship between an predictor and the dependent variable when both the predictor and the dependent variable have been adjusted for all other predictors. A semi-partial coefficient, on the other hand, is the relationship between a predictor and the dependent variable when only the dependent variable has been adjusted for all other predictors.

A more serious problem is the authors' reliance on stepwise regression, a procedure wherein the computer selects for each inclusion at each point that predictor which makes the largest net contribution to the total prediction. Most professionals take a dim view of the use of stepwise regression in exploratory research, because more orderly advance in behavioral science is likely to occur when researchers armed with theories provide hierarchical ordering which reflects causal hypotheses rather than when the computer orders the independent variables post hoc and ad hoc for a given study. It makes zero sense to allow (as the authors do) the computer to enter "difference between expected and observed response time" ahead of age, sex, race and education in predicting citizen satisfaction with response time, since expected response time could be a function of age, race, sex and education but not vice versa. Also, the authors seem unaware that there is a procedure called step down regression (they use step-up regression) wherein the computer selects at each point that variable for deletion which contributes least to the overall prediction. Step-

up and step-down regression often yield contradictory results but both should be run if, in fact, one is committed to stepwise regression. Distrust of stepwise regression should not be absolute and decreases to the extent that the following condition obtains: the research is entirely predictive and technological and secondarily or not at all scientific and explanatory. The substantive interpretation of stepwise results in an explanatory study is particularly difficult, as a careful reader of this tract will discover.

— Carl Wiedemann

## Wisconsin Policing Costs Double in Last Five Years

A private research firm in Wisconsin released figures last month revealing that police costs in the state's cities and villages more than doubled over the last five years.

The Wisconsin Taxpayers Alliance disclosed that the state's 23 communities with populations over 30,000 spent \$103 million for police services in 1975, compared with \$49.5 million in 1970. The figures represent a per capita expenditure increase of \$28.61.

According to the research group, the biggest spenders for police protection in 1975 were Milwaukee at \$52.6 million, or \$78.48 per person, and Madison at \$8.7 million at \$51.42 per capita.

City police departments spent 90 percent of their budgets on personnel costs, the alliance reported. Police personnel employed in the state's larger communities totaled 4,838 in 1975.

## Sheehan: "Unfortunately, it has been accepted that crime is a police rather than a community problem."

This is a system that was developed in Liverpool, and we have tried the same system. I think from a police point of view it is a very good in the sense that it does establish a better relationship between the young people and the police. In this sense, the police are not seen as being a force who are anxious to punish young people or to take an unfair advantage of them, if they just err slightly.

However, if it goes beyond that or if it is subsequent, of course we really can't exercise our discretion any longer because this is the function of the director of public prosecutions and not the police.

Insofar as the probationary service is concerned, the same system applies in Ireland as I'm sure it applies here. The probation officers look after young people. We have correction centers for young people who have a dire need for rehabilitation. That is within the province really of the Department of Justice and not the police department. So I really cannot speak with any degree of authority on that.

LEN: You mentioned the professional criminal. Is there any organized crime problem in Ireland?

SHEEHAN: No, I don't think so, not in the sense that you refer to it here.

LEN: Is capital punishment retained in your country?

SHEEHAN: We haven't had the death penalty for 20, 25 years.

LEN: What is the future of policing in Ireland?

SHEEHAN: I think the future in Ireland is the same as the future of policing in any democratic society. My view is that we must respond to the needs of the community.

The basic function of a police force is to prevent

crime and maintain law and order. I think it is absolutely clear now that we will need more practical cooperation from the community. I think, by and large, it is fair to say that we haven't pointed out our difficulties sufficiently in a clear way to the community. The community will be prepared to help people if you tell them you problems. Unfortunately, it has been generally accepted that crime is a police problem, rather than a community problem.

In that sense, we have, as you have been doing here for many years, been giving greater weight to the question of community relations. I must also say, of course, that we haven't any great problems by way of minorities or groups of minority people. We are, by and large, a homogeneous society, so in that sense we have no great problem.

In the future one thing is certainly clear: there will have to be greater cooperation and communication between the police and the public.

LEN: How is the Irish police funded?

SHEEHAN: We are of course a national police force, and our money comes from the central government. So the government decides what the strength of the police force will be.

LEN: Are there any problems with cutbacks or lack of funding?

SHEEHAN: There are of course the same problems, naturally, most police administrators would like to have bigger police forces because we think we could give better service to the public. But in the final analysis, the person who pays must decide how many members you can have. So in that sense, there will always be what police administrators would see as a restriction.

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## Police Foundation Study Analyzes Crisis Intervention

Continued from Page 1

understanding of interpersonal conflict of the kind which confronts police daily."

The study was conducted from June 1973 through October 1974 by social science researchers from the City University of New York. They observed how officers who were not trained in third-party intervention techniques typically handled disturbance situations. The subjects recorded their own behavior, and the researchers defined and evaluated the behavior patterns, and examined the characteristics of the conflicts with which the officers dealt.

"The goal of the Norwalk project was to develop a practical conflict management training program and manual for police departments," Bard and Zacker said. "The current results of the project constitute only the first step in the knowledge-building process, however, and must be interpreted as such."

Bard is professor of psychology and acting director of the Center for Social Research at the Graduate School of the City University of New York. Zacker is a clinical psychologist with the Division of Consultation and Education at the Rockland Co., N.Y., Community Mental Health Center.

Copies of the report are available from the Communications Department, Police Foundation, 1909 K Street, N.W., Washington, D.C. 20006.

## Film: Study of Runaways May Be Misleading To Viewers Unfamiliar With the Subject

Runaways. 24 minutes. Color. The Little Red Film House.

Runaways is a "documented fiction film" of a young girl's leaving home after a family argument. She (a white girl named Kathy) is befriended by a more experienced runaway (a black girl named Debbie) who teaches her the tricks of survival while on the run: smile at police officers and they won't bother you; look depressed and they'll pick you up; if you can't handle enough money to eat on, food is readily available in the garbage disposed

### FBI Reports 93 Officers Killed During First 10 Months of 1976

The FBI has reported that 93 state and local law enforcement officers were killed in the line of duty in the United States and Puerto Rico during the first 10 months of this year.

Although the figure represents a decrease from the 105 line-of-duty deaths recorded during the same period in 1975, the bureau noted that the number continues to hover about the record high levels of the past few years.

According to the FBI statistics, firearms were again involved in the sizable majority of the deaths. Seventy-eight of the officers slain thus far this year were killed by firearms, and 53 incidents involved handguns. The bureau also reported that 11 officers were shot with their own weapons.

by restaurants. The experienced runaway soon realizes, however, that her new-found friend is very innocent and cannot really cope with the realities of being on the run; so she takes her to a runaway house. At the runaway house, Kathy is able to voice her reasons for running away from home, admitting her fears and her feelings of not being loved. The film ends with Kathy finally agreeing that perhaps a counselor should call her parents and attempt a reconciliation; meanwhile, Debbie, who has learned that her mother does not want her at home, returns to the street.

This is an exceptionally well-acted film which gives the viewer some insight as to why young people run away from home. The family argument that opens the film, the dialogue between the two girls on the street, the statements they make and the emotions they reveal in the runaway house combine to give the viewer an understanding of the roots of the runaway problem as well as some understanding of the personalities of children who run away. However, the film neither examines the dangers of being a runaway or the limited facilities available to help these young people. The film takes place in a medium-sized city in the mid or far west — it looks fairly clean. We see no pushers or pimps; in fact, dope and prostitution are not mentioned as problems that threaten runaways. Moreover, the accessibility of the runaway house itself (a neat, private

home), makes being a runaway almost seem too easy. The film merely says: "Look, if you get scared or lonely or have second thoughts about this, there's this place you can go to." When watching this film, I couldn't help thinking of other films, such as *Go Ask Alice* and *Taxi Driver*, which successfully capture the nightmare world of the runaway.

For an audience already familiar with the problem of runaways as that problem exists on the streets, this film is a good beginning towards understanding the motivations behind running away. This is an open-ended film: its purpose is to present a subject for discussion without offering a specific conclusion, and it serves this purpose well. However, for an audience of individuals (junior high school through adult) who are aware that young people run away, but are unaware of what happens to them on the run, this film could be misleading unless shown by a discussion leader knowledgeable in the field.

— Kay Salz

### WHAT'S ON YOUR MIND?

Have a comment you'd like to make? Law Enforcement News invites its readers to submit commentaries on any subject of current interest to the criminal justice community. All contributions should be sent directly to the editor's attention.

## The Historical Development of the Investigative Function

Continued from Page 12

tions in the use of company police and other private agencies began to be enacted by state legislatures as official law enforcement structures began to develop (Prassel, 1972).

Many of the sources cited in this section include references to other works dealing with the development of the investigative function in this country. A few of the many published memoirs and reminiscences of former detectives and police administrators are noted in this essay. Others are cited in the standard bibliographies covering the history of the criminal justice system in this country (see Culver, 1934; Kuhlman, 1929; Tompkins, 1949 and 1956).

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This essay is excerpted from *Criminal Investigation: A Selective Review of the Literature*. New York: John Jay College of Criminal Justice, Criminal Justice Center and Forensic Sciences Foundation, 1976.

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January 3-14, 1977. Management Seminar on Terrorism. Presented by the New Jersey State Police at the Sea Girt Training Center. The objectives of the program are to update and improve present techniques, methods and procedures regarding the handling of civil disorder and terrorist acts. Transportation costs will be funded in full, and all meals and lodging will be provided. A detailed brochure and registration form can be obtained from: Terrorism and Civil Disorder Seminar, State Police Training Center, Sea Girt, NJ 08750.

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January 9-14, 1977. Advanced Organized Crime Workshop. To be held in

Memphis, Tennessee by the National College of District Attorneys. For mailing address, see above.

January 10-13, 1977. Training Course Development of Computer Capability in Local Law Enforcement Agencies Presented by IACP's Technical and Research Services Divisions. To be held in Las Vegas, Nevada. The course is prepared for administrative officers from local law enforcement and criminal justice agencies considering development of computer capability. Tuition: \$275.00. For further information and registration, contact: Allen L. Pearson, Research Consultant, International Association of Chiefs of Police, 11 Firstfield Road, Gaithersburg, MD 20760. (301) 948-0922. Ext 268 or 261.

January 10-14, 1977. Sex Crimes Seminar. Presented by the Florida Institute for Law Enforcement. Tuition: \$100.00.

# Upcoming Events

Inquiries should be sent to Robert B. Tegarden, Director, Florida Institute for Law Enforcement, St. Petersburg Junior College, P.O. Box 13489, St. Petersburg, FL 33733.

January 10-21, 1977. Basic Police Management Course. To be presented by the Center for Criminal Justice Training of Indiana University. Tuition for the 10 day course is \$375.00. For complete details and enrollment form contact: Center for Criminal Justice Training, Indiana University, School of Public and Environmental Affairs, Harrison Building, Suite 502, 143 Market Street, Indianapolis, IN 46204.

January 17-21, 1977. Jail Administration Course. Presented by the Center for Criminal Justice Training. Fee: \$175.00. For complete information, see above.

January 19-21, 1977. Crime Analysis Course. To be held in Los Angeles, California. The three-day program takes an in-depth look at recent crime analysis development, the collection and interpretation of data, and strategies for implementing an effective crime analysis unit. Tuition: \$225.00. For details, write: Michael E. O'Neill, Vice President, Theorem Institute, 1737 North First Street, Suite 590, San Jose, CA 95512.

January 24-26, 1977. Vice and Organized Crime Seminar. Tuition for this three day short course has been set at \$100.00. For further information, see January 10-14, 1977.

January 30-February 4, 1977. Prosecutors Investigators School. To be held in Detroit, Michigan. Further details can be obtained by consulting January 9-14.

February 6-10, 1977. Fourth National Conference on Juvenile Justice. Sponsored by the National Council of Juvenile Court Judges and the National District Attorneys Association. To be held at the Los Angeles Bonaventure. Conference topics include the Role of Police with Juvenile Gangs, Handling the Disruptive Student, and Comparative Juvenile Justice Systems in Other Countries. Tuition: \$160.00. Lodging is available at the Bonaventure \$29.00 - single; \$39.00 - double. For complete information, write to: Institute Director, National Council of Juvenile Court Judges, Post Office Box 8000, University of Nevada at Reno, Reno, NV 89507.

February 7-9, 1977. Workshop: "The Crime of Rape - The Police Response." At University Park, Pennsylvania. Fee: \$175.00. For application and further details, contact: Edwin J. Donovan, The Pennsylvania State University, S-203 Henderson Human Development Building, University Park, PA 16802 (814) 863-0357.

February 7-11, 1977. Seminar: Law Enforcement Records Systems for Small Departments. Presented by Indiana Uni-

versity's Center for Criminal Justice Training. To be held in Atlanta, Georgia. Tuition for this five-day course is \$200.00. For more information, consult January 10-21.

February 7-11, 1977. Basic Fingerprint Course. Presented by the Florida Institute for Law Enforcement. Tuition: \$15.00. For complete information, see: January 10-14.

February 7-18, 1977. Management Seminar on Terrorism. For details, see: January 3-14.

February 13-17, 1977. Trial Techniques Seminar. Presented by the National College of District Attorneys. To be held in Salt Lake City, Utah. For more information, consult January 9-14.

February 14-18, 1977. Workshop: Organization and Management of Multi-Agency Narcotic (MAN) Units. To be held in Columbus, Ohio by IACP's Professional Development Division. Details can be obtained from Ray Garza, Police Management and Operations Divisions, IACP, 11 Firstfield Road, Gaithersburg, MD 20760. (301) 948-0922.

February 14-18, 1977. Advanced Latent Fingerprint Course. Presented by the Florida Institute for Law Enforcement. Mailing address can be obtained by consulting January 10-14.

February 16-18, 1977. Rape Investigation Course. To be presented by Theorem Institute in Atlanta, Georgia. The syllabus focuses on procedures and practices for rape investigations. Tuition: \$225.00. For the institute's address, see: January 19-21.

February 20-24, 1977. Institute for Newly Elected Prosecutors. To be held in Houston, Texas, under the sponsorship of the National College of District Attorneys. For more information, see January 9-14, 1977.

February 21-22, 1977. Security and Privacy Course. To be held in Los Angeles, California. The two-day course is designed for all criminal justice agency personnel who are concerned with privacy and security issues. Tuition: \$155.00. For mailing address, consult: January 19-21.

February 23-25, 1977. Productivity Measurement and Improvement Course. Sponsored by the Theorem Institute, and to be held in Los Angeles, California. Tuition: \$225.00. For the institute's address, see January 19-21, 1977.

February 28-March 11, 1977. Police Budget Preparation Workshop. At Northwestern University, Evanston, Illinois. Workshop fee: \$380.00. For more information, contact: George Burnett, Special Programs Supervisor, Traffic Institute, Northwestern University, 405 Church Street, Evanston, IL 60204. (312) 492-7242.

March 7-11, 1977. Seminar on Homicide and Major Crime Scene Investigation. To be held at Del Webb's Towne House Hotel in Phoenix, Arizona. The course provides mid-career training for the experienced homicide investigator. The seminar fee of \$200.00 includes tuition and all required study and reference materials. For more information, contact George Burnett, Special Programs Supervisor, Traffic Institute, Northwestern University, 405 Church Street, Evanston, IL 60204.

## New Publications from the Criminal Justice Center

The following publications are now available from the Criminal Justice Center of John Jay College of Criminal Justice.

**Evidence Technician Program Manual** \_\_\_\_\_ # of Copies  
By Joseph L. Peterson and James H. Jones \$2.95

This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. The authors discuss five important aspects of developing an effective evidence technician program, including: selection and training of personnel, the physical resources needed for the processing of crime scenes, optimal organizational structures, effective field operations, and guidelines for developing meaningful evaluations. (89 pp.)

**Guide to Library Research in Public Administration** \_\_\_\_\_ # of Copies  
By Antony E. Simpson \$4.95

This book was especially written for graduate students, undergraduates, faculty and organizationally-based researchers, engaged in research in public administration. It also includes material likely to be of considerable value to students in other specialties within the social sciences.

The major sources and reference tools which provide access to the literature of the field are cited and described and are discussed in the context of an overall library search strategy designed to solve any given research problem. (210 pp.)

**Grants and Grantsmanship** \_\_\_\_\_ # of Copies  
By Robert E. Gaensslen and Allanna Sullivan \$7.75

For many organizations, seeking external funding is becoming a matter of prime concern. Because of the present economic crunch, the programs and services of agencies are being cut and modified. Therefore "grantsmanship" is fast becoming a necessary skill. To help inform those in the criminal justice field of the intricacies involved in acquiring a grant, the Criminal Justice Center at John Jay College has reprinted "Grants and Grantsmanship," a three-part series published in LAW ENFORCEMENT NEWS (16 pp.)

**Basic Legal Research in the John Jay College of Criminal Justice Library** \_\_\_\_\_ # of Copies

By Antony E. Simpson \$1.50

Written to meet the particular needs of the John Jay College student body, this booklet presents discussion and descriptions of selected bibliographic sources appropriate for legal research involving federal, New York State and New York City law. Such tools as citators, digests and encyclopedia are discussed in depth. The booklet provides a valuable and concise introduction to legal bibliography and standard techniques of legal research. (42 pp.)

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## IACP to Study 55 mph Limit For Problems in Enforcement

The nationwide 55 mile per hour speed limit will be studied to determine its impact on law enforcement, according to a recent announcement by the International Association of Chiefs of Police.

IACP President Edward M. Davis said that there is a genuine concern among many police agencies that effective enforcement of the 55 mph limit is causing a diversion of valuable resources from the basic police mission. He made his remarks at a joint meeting of IACP's Board of Officers and the Executive Training Program of the State Associations of Chiefs of Police.

Davis contended that there is no conflict between the proposed study and the recently passed IACP resolution which supports the 55 mph limit. "We are not at odds with the resolution," he said, "but sufficient concern has been expressed to cause us to look further at this matter."

Echoing the Los Angeles police chief's remarks, Wilson E. Speir, Second Vice-President of IACP and Director of Public Safety for the State of Texas, suggested that a 60 mph limit on multi-lane highways and in rural areas may be a more feasible and realistic speed limit.

"I'm not for a return to a 70 mile per hour speed limit," Speir said, "but I am of the opinion now that 60 is more realistic than 55 and that it would elicit a lot more voluntary compliance and respect for the law." He stated that his state troopers had made more than 700,000 arrests this year for violations of the 55 mph law in Texas and that the figure represents an unrealistic burden on both law enforcement and the courts.

"What we have is a law that is unpopular with the people, and the burden has fallen totally on police," Davis declared.

"We need to determine if there is a life saving factor and if there is a fuel conservation factor. If there is, then public education should be the order of the day."

"We are not unequivocally saying we are opposed to 55 miles per hour," the LA chief continued, "but valid questions have been raised and we feel it incumbent on IACP as the representative of law enforcement in this country to try and resolve the questions with factual data."

Speir proposed that local jurisdictions be involved in determining a speed limit that is appropriate and beneficial from the standpoint of realistic enforcement, public safety and fuel economy.

Although no official date has been set for the completion of the study, it is anticipated that a firm recommendation will be made by September of next year.

Meanwhile, there is federal legislation pending on the matter of a 60 mph limit on Interstate highways.

### Errata

*In the November 16 edition of Law Enforcement News, a typographical error was made which obscured the meaning of Michael Blinick's Counselor At Large Column.*

*The first sentence in the last paragraph should have read:*

*"If police are to serve the community effectively, their performance of EMS duties must be at an optimum level, whether or not they provide ambulance and/or paramedical aid."*

### BURDEN'S BEAT

By ORDWAY P. BURDEN

## Welcoming in the Public Safety Officers' Benefits Act of 1976

Recently I had the honor of being present when President Ford signed into law the Public Safety Officers' Benefits Act of 1976, which grants a \$50,000 death benefit to the survivors of any public safety officer who dies as a result of an injury sustained in the line of duty.

The enactment of this legislation is gratifying to all of us who have been working for years to make the government assume its responsibility to those who lose their lives in public service. Passed by the House of Representatives on September 29, 1976, the bill will probably be funded retroactively when the 95th Congress is seated next year. Covered are not only professional police officers, but firemen and volunteers.

This legislation has been in the works for five years, since it was first introduced in the House by Peter Rodino, chairman of the House Judiciary Committee, and in the Senate by John McClellan of the Senate Subcommittee on Criminal Laws and Procedures. It passed both houses several times, but encountered conference problems, or failure of the two houses to agree on a similar version. The main difference was that the House bill provided \$50,000 to the beneficiaries of any officer killed in the line of duty, while the Senate version for some time stipulated that the death be the result of a felonious act.

For more than 25 years Hundred Clubs across the country have been doing part of what this bill will accomplish. Hundred Clubs are voluntary associations of



Pictured here in the White House Rose Garden immediately after the signing of the Public Safety Officers' Death Benefit Law of 1976 are (left to right): President Ford; Ordway P. Burden; Charles Bauman, national legislative chairman of the Fraternal Order of Police; Rep. Hamilton Fish Jr., a co-sponsor of the legislation; John J. Harrington, immediate past president of the Fraternal Order of Police; and Robert H. Stark, president of the Fraternal Order of Police.

business and professional people who have raised more than \$4 million for the families of law enforcement officers killed in the line of duty. Benefits have varied among the approximately 60 clubs. Some have been able to assume mortgages and other outstanding debts and offer substantial scholarship programs to officers' children, while others have confined their efforts to an immediate gift of \$1,000 to the family.

Of course, there were many areas of the country, especially in the West and South, where Hundred Clubs did not exist. The Public Safety Officer's Benefits Law will afford the same coverage to officers from poorer rural districts as to those from more affluent metropolitan areas.

The new legislation need not mean the demise of Hundred Club activity. For the past two years the Hundred Club of Minnesota has co-existed with a law which provided \$25,000 and, in 1975, \$50,000 in death benefits. Albert Rosenbower, a member of that club who attended the annual conference of the Hundred Clubs International Council last April in Washington, explained to us, "Our members are very much aware of the state benefits. But, our primary duty is to get in there when someone is killed or even injured. The people need it right away."

As welcome as this new piece of legislation is, no law can ever replace the direct personal assistance which strengthens the bonds between those who enforce the law and the rest of the community.

Ordway P. Burden invites correspondence to his office at 651 Colonial Boulevard, Westwood P.O., Washington Township, New Jersey 07675.

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## Criticize NYS CJ System

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offenses "do not appear to have achieved their objectives," the report said. It noted that most law enforcement agencies in the state appeared to be concentrating their drug efforts against marijuana. That drug was involved in 27,644 of 40,798 drug arrests last year.

According to the survey, a decline of 1.3 percent in indictments of defendants

on all felony charges across the state was reported by District Attorneys. The report said the decrease was entirely attributable to New York City, where indictments were down 10 percent. However, the entire state experienced a 12.4 percent increase in the disposing of felony indictments. Action was completed on 32,532 such cases in 1975 compared to 28,949 in 1974.